DOCUMENT RESUME

ED 376 780 HE 027 918

AUTHOR	Kates, Erika
TITLE	Access to Higher Education Project. Final Report.
INSTITUTION	Smith Coll., Northampton, Mass.
SPONS AGENCY	Women's Coll. Coalition, Washington, D.C.
PUB DATE	Nov 93
NOTE	122p.
AVAILABLE FROM	Project on Women and Social Change, Seelye Hall, Smith College, Northampton, MA 01063 ($7).
PUB TYPE	Reports - Research/Technical (143) -- Tests/Evaluation Instruments (160)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Access to Education; Case Studies; *Females; Financial Support; Higher Education; *Low Income Groups; Nontraditional Students; One Parent Family; Private Colleges; Public Policy; School Policy; Social Change; State Colleges; Statewide Planning; Student Financial Aid; Student Personnel Services; Two Year Colleges; Welfare Recipients; Welfare Services
IDENTIFIERS	Aid to Families with Dependent Children; *Job Opportunities and Basic Skills Program

ABSTRACT

A study of selected higher education institutions investigated support services provided to low income women and single parents, particularly those who receive Aid to Families with Dependent Children (AFDC). The study surveyed 76 institutions around the nation of which 60 responded. The study conducted 13 follow-up site visits in 9 states. The study also surveyed Job Opportunities and Basic Skills (JOBS) policies in 32 states. Findings revealed that though JOBS administrators say they support access to postsecondary education, actual access is constrained by continuing ambivalence to providing access through the public welfare system and the different cultures of higher education and public welfare policy. Other findings include the following: (1) women who enrolled in college on their own initiative without being referred by a case worker were often penalized by JOBS as over half of states responding reported they do not provide JOBS resources to "self-initiated" students"; (2) colleges responded to JOBS and other constraints with a variety of strategies to assist their low income students including provision of child care, financial aid, special student centers, administrative linkages with state agencies, and special admissions and placement procedures. Appendixes contain copies of the surveys, a list of participating institutions, case studies, selected JOBS policies and a bibliography containing 28 references.) (JB)

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ACCESS TO HIGHER EDUCATION PROJECT

Final Report

November, 1993

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Project on Women and Social Change
Smith College
Northampton, Massachusetts

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Acknowledgements

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Connecticut:	Asnuntuck Community College
	Connecticut College
Massachusetts:	College of Community Public Service, UMass.
New Hampshire:	New Hampshire Community College
New York:	Rockland County Community College
Tennessee:	University of Tennessee, Martin
Texas:	Texas Women's University
	University of Texas, El Paso
Vermont:	Champlain College
	Trinity College
Washington:	Eastern Washington University, Cheney
	Spokane Falls College
Wisconsin:	University of Wisconsin-LaCrosse

APPENDIX F Bibliography

ACKNOWLEDGEMENTS

A large number of people helped this Project in innumerable ways. I would like to thank all of them: the students, staff and faculty whom I met at each site visit; and the many busy administrators, financial aid officers and JOBS officials who took time from their busy days to complete lengthy and complex Surveys and to answer phone enquiries. In particular, I would like to mention the following people who were instrumental to the research, and who helped to make it interesting and fun.

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Thanks, too, to Karen Mack, Mills College and Helen Johnson and Alice Jordon, UCal. at Berkeley for their assistance at 'unoffical' site visits to their colleges.

Many thanks to Sid Dalby, Steven Goldstein and Pamela White for their encouragement and helpful comments on the final draft of the report.

Thank you, Susan Bourque, Director, and Kathy Gauger, Administrative Assistant, at the Project on Women and Social Change, Smith College -- for your continuing encouragement **and** concrete support of the Project.

Finally, thanks to Jadwiga Sebrechts and Mary Crawford of the Women's College Coalition for providing Coalition funding and for their enthusiasm for the Project.

ABSTRACT

The Access to Higher Education Project was funded by the Women's College Coalition, Washington D.C.,1992-93. The purpose of the Project was to document the ways in which selected institutions of higher education provide supportive environments for low income women and single parents, particularly recipients of Aid to Families with Dependent Children (AFDC) benefits.

Questionnaires were developed based on a framework which identified nine major categories of supportive resources. The questionnaires were mailed to program administrators and financial aid officers in 76 institutions of higher education in all regions of the country. Information was received from almost sixty colleges -- public and private; two year and four year; women's, coeducational and tribal -- in 28 states. Thirteen followup site visits were conducted in nine states.

In addition, because access to higher education for low income women hinges on states' public welfare policies, a separate survey was conducted of 32 states' Job Opportunities and Basic Skills (JOBS) policies in regard to postsecondary education.

Responses reveal that despite the general support for access to postsecondary education voiced by JOBS administrators, actual access is constrained by two main factors. The first is the continuing ambivalence of providing access to postsecondary education (particularly B.A. degrees) through the public welfare system and the second is the divergence of culture between the two predominant policy areas -- higher education and public welfare.

In spite of these constraints, the report concludes that although no single successful 'prototype' of a supportive model emerges from the research many colleges develop a number of strategies in order to provide supportive environments for low income women.

The report also concludes that in spite of the divergence of cultures, colleges cannot work in isolation from state agencies. In fact, it is necessary for college personnel to be informed about JOBS regulations and to have working relationships with JOBS personnel if they wish to facilitate access to higher education for low income women. Several types of helpful 'linkages' and formats for collaborative working relationships are discussed.

The report also concludes that some obstacles to access could be removed if states adopted guidelines similar to those applied to 'traditional' Pell grant recipients, rather than the overly intrusive and inefficient ways of monitoring attendance and satisfactory progress adopted by some states and individual JOBS offices. The research also concludes that the JOBS 20-hour participation regulation can be met through a part-time courseload of 8-10 credit hours, and not the full time courseload required by some JOBS offices.

Finally, the report recommends that research on the efficacy and outcomes of higher education options for AFDC recipients be undertaken in a timely fashion for lack of data remains a key outstanding omission in this policy area.

EXECUTIVE SUMMARY

1. Access to Higher Education and States' JOBS Policies

The JOBS Survey shows that large variations exist between states' interpretation of JOBS regulations. Although all states include post-secondary education under Title II (JOBS) of the Family Support Act and a high proportion of JOBS personnel support the idea, in actuality, often such access is thwarted by funding constraints, restrictive federal, state, county and local regulations, and ongoing conflicts between public assistance and financial aid.

Eligibility

Almost one third (31%) of states require women to participate in JOBS if their youngest child is **under** three, yet women who enroll in college on their own initiative without being referred by a caseworker, are often penalized by JOBS. Over half (of 21 states responding) do **not** provide JOBS resources to 'self-initiated students[1]'.

Time limits on JOBS participation and level of education permitted

56% of states impose **time limitations** on access to higher education and related JOBS resources for AFDC recipients. 31% permit no more than 24 months of higher education. Most states encourage participants to work for vocational-education certificates rather than degrees and 9% permit **only** A.A. degrees; The majority, 47%, permit recipients to gain either an A.A. or B.A., but impose time limits (usually 24 months).

Choosing relevant courses of study for clients

Some caseworkers regard a degree **per se** as a suitable course of study leading toward a marketable employment goal, but others refuse to allow specific courses of study. Once a course of study has been decided, some states do not allow changes to be made. The decision to pursue higher education is made by the caseworker in 63% cases. Caseworkers' assessments of a client's suitability for higher education is frequently based on High School grades and SAT scores (if they are available) rather than on experience, current interests, and testing. Many JOBS application procedures and forms do not present post-secondary education as a conspicuous option.

Limited JOBS casework training in postsecondary education

Only one third of states' inluded higher education options in their caseworker training.

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[1]. 'Self-initiated' AFDC recipients challenged these restrictions in two states in the Survey, California and Wisconsin

Types and amounts of JOBS-funded support resources

28 states have a 24 month limitation on child care resources through JOBS. Some states offer child care only through JOBS. In others, JOBS funds are used to also pay for transportation (61%), books (39%) and tuition (36%); car repairs, work clothing and tools.

20 hours a week participation

Federal JOBS regulations require caseworkers to show that their clients put in an **average** of 20 hours a week, with an 85% attendance rate. However, over 40% of states apply the 20 hour rule literally, requiring even full time students (taking 15 credit/hours) to engage in other JOBS activities to make up the 20 hours.

Maintaining 'satisfactory progress'

JOBS regulations state that 'satisfactory progress' can be defined by educational institutions. Some caseworkers monitor all grades in each course, while others accept the Department of Education's criterion for Pell grant recipients of a 2.5 Grade Point Average (GPA).

Monitoring Practices

Verification of attendance varies considerably. Some caseworkers request signed forms for each class; some for each week; and others for each month or semester. A few states request college personnel to supervise study halls.

Ongoing Conflicts between public assistance and financial aid

Over half (53%) of JOBS officials stated that AFDC recipients continue to lose Food Stamps because of financial aid; mostly because of loans to cover living and educational expenses while attending school.

Complexity and overlaps of education and training programs

94% of JOBS officials stated they have close working relationships with other state agencies and institutions, mostly Education, but also Labor, Job Training and Partnership Act (JTPA) programs, and business and civic organizations. Many states subcontract for child care, job training, assessment, and screening services with other agencies.

Ambivalence of JOBS officials and caseworker support

Despite these barriers, 81% of the 32 top state JOBS administrators state they **are** supportive of AFDC recipients having access to B.A. degrees, and over 90% reported that their caseworkers **are** supportive of access to higher education for their clients.

2. Supportive Educational Environments

Institutions of higher education attempt to provide supportive environments for low income women **within the context of the JOBS policies and practices mentioned above**. They respond differently to the limitations of JOBS resources and the various restrictions placed on low income women, and adopt a variety of strategies to assist their low income students. The following is a summary of data on the nature and extent of the 'nine supportive components' in each institution.

General Environment

Over one third of the sample consisted of public four year institutions; one third consisted of public two year colleges; and one fifth were private four year colleges.

There is considerable variation in their size; one quarter had less than 1500 students, and 36% had more than 10,000.

Almost half of the programs are general reentry programs; one third are primarily for low income women and 19% are for single parents.

The majority of programs (56%) began in 1980's and 1990's; and only 13% began before 1970.

93% of programs have grown and two thirds expect to grow even more.

The number of reentry student varies widely: over half the institutions have over 250 reentry students, and of these one quarter have more than 1000.

Women are the majority of reentry students in 83% of colleges.

The average age of reentry women is between 30-34 in over 40% colleges and over 35 years in another 29%.

In over half of the colleges more than half of all women reentry students are single parents.

Among these women the estimated proportion of women receiving AFDC is over 50% in about one third of colleges.

Over 60% of programs responding (26) stated that the retention rates for their students were higher than traditional students. Over 20% of programs had retention rates of over 90%.

Administration

There is wide variation in the administrative organization and structure of programs.

Half of the programs are administered by coordinators and program directors hired specifically for the position; another fifth are run by directors of other services, such as counseling and women's centers, and a few are run by upper level administrators (12%) or faculty (75).

Program directors usually report to assistant or associate deans in academic, enrollment and student life areas (40%); one quarter report to directors of student services; and just under a quarter report directly to heads of institutions -- ie. presidents, vice-presidents or chancellors.

The personnel who meet with state agencies are usually faculty, deans, the president or chancellor in 35% of colleges.

In 75% colleges the same personnel meet with business groups to discuss ways of improving access to education for low income women.

Two thirds of the Programs use both traditional and specialized means of recruiting students. Almost three quarters of program administrators are involved in recruitment.

Formal and informal 'bridge programs' -- are effective in student transfers. 'Word of mouth', peer recruiters, and effective publicity (mailings, brochures, etc) are the most effective means of recruitment.

Some institutions have personnel with experience in recruiting older students within the regular admissions office.

Over 60% of colleges have recruitment links with local social service agencies, including the 'welfare' departments.

Methods of recruitment include official articulation agreements (59%) informal coffee (50%) open houses (59%) transfer compacts (45%) and faculty/alumnae networks.

Almost three quarters of the programs provide special orientations (some residential) for reentry students.

Providing opportunities to connect with peers is regarded as the most effective component of orientations.

Public Relations/Information

Fewer than a quarter of college catalogs mention opportunities for low income women.

Over two thirds of the colleges produce brochures and flyers -- some specifically for low income women and single parents.

One third of colleges produce regular newsletters for reentry women, and a few have produced handbooks with detailed information and 'survival tips' for low income women.

Two thirds of colleges have resource books describing local community resources available to low income women.

Academic

Over one third of colleges do not expect reentry women to meet the same admissions requirements as traditional age students -- particularly SAT scores and high school grades.

Just over one half of colleges make placement tests available to reentry students.

Two thirds of colleges do not require a minimum number of credits to be taken each semester.

Over 80% colleges do not require reentry students to take specific courses, but two thirds recommend that students take English and Math.

Other highly recommended courses include Women's Studies, Personal Development, College Adjustment, and Study Skills.

70% of colleges report that women are still concentrated in 'traditional' women's subjects -- social work, teaching and social science.

One quarter of colleges provide some form of orientation for faculty to help them work with low income adult students.

Over 80% colleges recognize reentry students' achievements.

Financial Support

A Mean of 61% of reentry women receive financial aid compared to a Mean of 55% for traditional age students.

There is a wide range, 0-82% of students' living expenses that is paid directly to students.

Financial techniques to prevent low income students from losing benefits include using state and private funds to pay for tuition and fees; then federal financial aid (which is exempt from being regarded as disposable income) is used to pay for living expenses and other legitimate educational expenses.

The proportion of colleges awarding tuition waivers to low income reentry students is lower than awarded to traditional age students (42% compared to 54%).

The average amount of tuition waiver is the same in 47% colleges; lower in 37% and higher in 5%.

63% of financial awards to reentry students are in the range of $1000-$4900.

Reentry women receive more Pell grants, Stafford loans and State Equal Opportunity Grants; and fewer Perkins loans, scholarships, institutional grants, and work study funds.

Almost 40% financial aid officers report than women continue to lose public assistance benefits (usually Food Stamps) because of their educational financial aid packages (often because of loans).

One third of financial aid officers report that specific institutional funds are earmarked for reentry women.

Two thirds report that emergency funds -- either grants or loans are available. Two thirds of these funds are loans.

According to program administrators over 60% colleges have applied for funds and grants, but only 42% financial aid officers report their colleges have applied for funding.

Important public funding sources include vocational-educational and displaced homemaker/single parent funding.

Private foundations have provided funding for playgrounds, equipment, staffing, and tutors.

Local businesses, professional groups and women's organizations provide funds varying in size from $200-$3000 to meet daily living expenses.

Just under one third of financial aid offices designate a person to act as liaison between the college and public welfare agencies/JOBS agencies.

Two thirds of financial aid officers believe low income women are discouraged from pursuing four year degrees and one third think they are discouraged from pursuing two year degrees.

Support Services

70% colleges have a child care center on campus.

68% centers have a waiting list of families to use the center. The lists vary from 10 to over 300 names.

Almost 60% of centers take children under 2.9 years of age. 8 centers cared for children starting from 6-12 weeks.

Almost 70% of centers have state subsidized slots for JOBS participants. 42% had sliding fees scales.

Half of the colleges contribute to the costs of their child care centers. 40% were in-kind contributions; 10% gave cash taken from student fees.

41% colleges had family housing on campus. State subsidized housing is available at three campuses.

Three quarters of colleges offer career counseling for reentry women.

82% colleges provide mental health counseling for reentry women.

Counseling concerns include recovery from abusive relationships; managing diverse roles, finances and parenting.

A number of colleges provide clothing and food banks for low income students.

Over half of the colleges provide social events for reentry students and their families.

A number of colleges are linked with local church and other groups which provide gifts and food at holidays for low income women and their children.

Student Involvement

Over 50% of colleges have some form of campus center for reentry women with a variety of amenities.

Over 60% colleges have peer advisers for reentry students. Most of the assistance provided is informal, and over 90% are judged to be effective efforts.

Over 90% of peer support groups are judged to be effective. But low income students do not always mix with general reentry students; instead they often seek companionship among their peers with similar concerns and experiences.

One third of colleges have mentoring or Big sister programs to pair newcomers with more experienced students.

About 20% colleges have student organizations which engage in advocacy on behalf of reentry students.

Institutional Planning

Just over half of the colleges collect data on reentry women, but only 14% collect followup data on students.

Two thirds of colleges hold regular meetings to discuss reentry women's needs and concerns.

40% of colleges state they have plans to address the needs of reentry women, including developing a clearer sense of mission, building more housing and expanding child care.

About half of colleges involve students in policy making and planning activities.

Most administrators highlight the support that faculty and project staff provide to students, and stress the importance of adequate financial aid and child care.

When asked to assess students needs most administrators mention more financial assistance, and more support for four years of education from states agencies. They also mention the need for more flexible admissions policies, counseling resources, and program staff.

Linkages and Networks

Over half of the colleges have links with state agencies. Personnel who make these links include presidents, chancellors, faculty and program directors.

Educational personnel take a proactive stance with JOBS agencies -- initiating negotiations, drawing up and revising forms for reporting student financial astatus, attendance and progress.

Educational institutions and state agencies with longstanding and cooperative relationships work together to facilitate access to higher education.

Effective **ad hoc** monitoring networks have formed in some areas to work to increase access to higher education.

Pre-existing professional groups (financial aid officers, program directors) facilitate access through a continiung process of information sharing and problem-solving.

Formal and quasi-legal mechanisms of cooperation between public welfare agencies and higher education exist in some states. These include forming Consortia, drawing up 'memoranda of understanding, and sharing the costs and supervision of caseworkers, and educational personnel.

Businesses and service organizations are also involved in working collaboratively with institutions of education, through donating funds and other resources to help low income women and their families.

Churches, professional and women's groups also provide resources and build support for access for low income women.

Summary

While no single model of a supportive environment was identified it is clear that a wide variety of educational institutions are working to improve access to higher education for low income women, often within a climate of restrictive JOBS practices.

3. The Constraints of Public Policy

Paradoxically, while access to higher education is enhanced through networks and linkages between the two policy areas, their conflicting values often make such communications difficult -- and in some cases, apparently irreconcilable. Two major types of constraints are identified in the public policy arena.

a. Ambivalence of public welfare policy towards access to postsecondary education. Such conflicts are apparent in:

* Continuing conflicts between financial aid and public assistance.
* Inconsistent and contradictory applications of JOBS regulations.
* Intrusive and impractical JOBS monitoring of attendance and performance.
* JOBS' workers lack of knowledge regarding postsecondary Education.
* Inadequate distribution of child care and other resources.

b. Divergence in cultures between public welfare and higher education. Conflicts occur between:

* Caseworkers' practices and educators' desire to uphold student confidentiality
* Assumptions of student choice in educational emphasis and individualcourse choices
* Flexibility of educational pace
* Means of assessing academic success.

c. Responses by Educational Institutions

Institutions of Higher Education, represented by college presidents, chancellors, faculty, program staff, students, together with supporters outside the institutions (elected officials, professional organizations, businesses and community groups) develop an array of responses to the needs of low income women. They:

* Develop complementary or compensatory resources -- housing, child care, etc.
* Negotiate the interpretation of regulations
* Devvelop compromizes over restrictive monitoring practices
* Form networks and linkages to keep informed of relevant policies and to bolster support
* Become advocates for access
* Resist onerous JOBS rules and policies.

ACCESS TO HIGHER EDUCATION PROJECT

1. INTRODUCTION

The Access to Higher Education Project was located at the Project on Women and Social Change, Smith College, Massachusetts and was funded by the Women's College Coalition. This Report describes the Project's work; presents the research findings; discusses the policy implications that emerged from the study's findings; and makes recommendations for improving access to higher education for low income women and single parents. This section of the Report provides an overview of the Project: its goals and objectives, the premises and assumptions which guided the Project's development and implementation, and the definitions of terms used in the report. It also defines the audience for whom this Report is intended.

1.1 The Project's Goal and Objectives

The impetus for the Project came from the fact that, in spite of numerous obstacles (many of which emanate from state and federal policies) some institutions of higher education succeed in providing valuable resources for older women students who are single parents living in poverty. Therefore, the primary goal of the Access to Higher Education Project was **to explore and document the ways in which these successful institutions of higher education provide supportive educational environments for low income women.** Putting this goal into practice involved implementing two related research objectives:

1. To document the nature and the extent of resources provided by institutions of higher education, using a framework of 'supportive educational components' developed specifically for the Project.
2. To explore ways in which states' public welfare policies -- particularly Job Opportunities and Basic Skills (JOBS) -- enhance or hinder access to post-secondary education for low income women.

1.2 The Project's Basic Premise and Underlying Assumptions

The basic premise of this Project is that access to higher education for women living in poverty is an effective, albeit much overlooked policy option that should be more widely utilized. Access to higher education is not regarded as a panacea for the disparities of a largely sex-segregated labor force, or for the inequities in pay between men and women, but rather as a policy option that deserves more widespread and serious consideration[1]. Yet, with the exception of a few specialized conferences held between 1988-1991 there has been virtually no public debate or discussion of access to higher education for low income women. Further, nationally recognized studies of job training programs and model demonstration programs, seldom acknowledge that higher educational opportunities exist (Gueron and Pauly, 1991; Burghardt and Gordon, 1990). This premise is based on the following assumptions[2]:

1. Many social welfare policies continue to fail to address the problem of poverty:

* There has been a dramatic and continuing increase in the proportion of poor children of female-headed families living in poverty: almost 50% of white and 80% of black children in families headed by women live in poverty.
* AFDC cash benefits provide an income well below poverty level, even when the cash value of Food Stamps and Medicaid is included.
* Typically, job training associated with public welfare offers short-term courses often ill-fitted to local job markets.
* Evaluations of national demonstration programs that focus on short-term job training show they offer marginal income benefits, at best.

2. Commonly held stereotypes of women in poverty contribute to the continuation of ineffective policies:

* A sizable proportion (approximately 40%) of AFDC recipients are employed, either continuously or intermittently, but still live in poverty (Spalter- Roth, 1992).
* Even full time employment paid at minimum wage levels provides an income well below the poverty level for a family of three, and usually provides no health insurance or other benefits.
* Many research analysts and policy makers have failed to realize that a sizable proportion of women AFDC recipients -- between one third and one half -- already have high school diplomas or a GED, and some have college credits.
* Many AFDC recipients have enrolled and succeeded in college over the years yet have remained relatively invisible as a group.

3. The benefits of access to higher education are real and long-lasting for women, their families and society.

* Aggregate data reveal that the poverty rate for women declines as level of education rises.
* The limited number of follow up studies show marked improvements in the employment status, finances, family and personal life of previous AFDC recipients who have had access to higher education.
* Women become more productive workers, tax-payers and citizens.
* Educating mothers benefits the next generation. The children of women who have engaged in higher education develop high educational aspirations.

4. Low income students need to be properly placed within the tradition of older women entering/re-entering college

* Older women students have been entering institutions of higher education since the

1960's. Since 1980 women over 35 have been the fastest growing sector in higher education.

* The number of available 18-22 year old students has declined since the mid- 80's.
* Many institutions of higher education have not only adapted to the needs of older women students, but have created special resources for them.
* Older women are often recognized as exemplary students who are highly motivated and often more persistent than traditional age students.
* AFDC recipients have enrolled and done well in college for years, but they have also experienced financial losses due to policy conflicts.
* Every state has chosen post-secondary education in implementing the JOBS program.

5. Current trends in the family, the economy and labor force require a trained and educated workforce:

* 80% of all new jobs will require a college-educated workforce by the year 2000.
* Women are increasingly an essential and growing part of the national labor force; their labor force participation rate rises with level of education and the rate for women with children under 6 is currently 56%.
* Current welfare agencies **require** women with children under three years of age (younger, in some states) to engage in job-training and job search activities.
* Other state and federal agencies, for example, Education and Labor, also have programs and resources to help low income women (displaced homemakers and single parents) find well-paying jobs.

1.3 Definitions and Terms used in this Report

A number of terms used in the Report need to be defined. The '**traditional**' student still is considered to be between the ages of eighteen and twenty-two (although many institutions of higher education now have a prevalence of older students). Therefore, the term '**non-traditional student**' refers to students who are over the age of twenty-four. 'Reentry student' or 'Reentry women' is also used, denoting either a late entry, or reentry, by students into higher education. These terms are used interchangeably in this Report. '**Low income women**' refers to women who are single mothers and AFDC recipients ie. women heads of households, who have dependent children and receive public assistance benefits. Most of the low income women who attended the Programs discussed here are also 'non-traditional' or 'reentry' students. '**Educational programs**' refers to the structuring of an array of resources in educational institutions that are beneficial for low income women. Some programs are highly structured and discrete entities with a designated program director, offices, resources, and independent educational functions. Others consist of more loosely connected resources, which are overseen by one or more members of the faculty and/or administrators. Not all the programs are designed specifically for low income women, or even for women exclusively. Most programs are in place for non-traditional

students (most of whom are women, some of whom are low income). **'Educational institutions'** refers to all types of institutions: two year and four year; public and private; coeducational, and women's. Some are large universities, or community colleges, others are small liberal arts colleges. For the sake of brevity the term **'college'** is sometimes used in place of 'educational institution'. **'Supportive components'** refers to specific functions and resources within educational institutions that are important to low income women.

1.4 The Aim of this Report

The Project was intended from its inception to be a policy-oriented piece of research that would reach a wide audience -- including educators, policy makers, students, social policy analysts, and low income women. The aim of the research and of this report is to contribute to the development of more effective policy options for low income women and their families.

2. THE POLICY CONTEXT

The Access to Higher Education Project began in September, 1992 and was concluded in August, 1993. Its timing coincided with the final stages of the implementation of the JOBS program. By February, 1993, all states were to have decided whether or not to include access to post-secondary education as part of their education and training programs, and to have formulated the conditions governing AFDC recipients' participation in them. These JOBS policies profoundly affect AFDC recipients' access to higher education, and determine to a large extent the policy context within which educational programs for low income women operate. While it is generally assumed that publicly funded community colleges are the institutions most likely to enroll AFDC recipients and to be affected by JOBS policies (Jaschik, 1988), in fact, low income women attend many types of educational institutions. Thus, the effect of JOBS policies reverberates in both public and private colleges.

2.1 Public Welfare: JOBS and Post-Secondary Education

Prior to enactment of the Family Support Act (FSA, P.L. 100-485) in 1988, only a few states openly permitted access to higher education for AFDC recipients. Massachusetts' Employment and Training (ET) Program for example, provided women with two semesters of free tuition through an agreement with state colleges, and also made available child care and transportation. In Massachusetts, the college attendance rate for AFDC recipients was estimated at 13% (Werner, 1989). Elsewhere estimates of participation are hard to find. One estimate put the enrollment rate for AFDC recipients, in 1985 at 2% (AAUW). Nevertheless the fact that AFDC recipients attended college pre-JOBS was borne out by studies documenting the difficulties they faced (Franklin, 1984; Rosen, 1988; Kates, 1991a,1991b)[3].

Not until the FSA was enacted did it become necessary for states to clarify their policies regarding access to higher education for AFDC recipients. Title II created the Job Opportunities and Basic Skills Training (JOBS) program. Its goal was "to assure that needy families with children obtain the education, training and employment that will help them avoid long-term welfare dependence". While its major thrust lies in the provision of basic education and job training to young and long term AFDC recipients, it also contained language allowing states to offer a postsecondary education option if it is "directly related to an individual's employment goal".

The Act also states that participants may enroll in college either through the recommendation of a JOBS caseworker, or as 'self-initiated' students. They may also apply for support services, usually child care and transportation. Students must be enrolled at least part time, must particpate 20 hours a week, and show 'satisfactory progress' as defined by instritutions of higher education.

2.2 Higher Education: Changing Trends in Student Enrollment

Also affecting the policy environment for AFDC recipients in college are the changing demographics of the student population, particularly the large numbers of older students, mostly women, who are enrolled. The number of older women in college has changed rapidly in the past thirty years. In 1950 the number of women in college over the age of 25 was 10,000, and the number over 35 years were not even counted. By 1986 more than 2.5 million women over the age of twenty five were attending college, and over one million of these were over the age of 35. It is not only the numbers which have changed; the characteristics of women attending college have also changed over time. Initially, reentry women were mostly married, white, middle-class women with college-educated husbands and grown children who decided to continue their education in order to feel more fulfilled. Between 1960-74, as divorce rates rose and more women entered the labor force, this trend started to change. Women began to attend college for the purposes of enhancing their careers and gaining financial independence. In the 1980's other groups have joined them and today there are more single parents and more older, single women; more low income women and more women of color attending college (Kates, 1990).

2.3 Programs for Reentry Women

Institutions of higher education have gradually accommodated to these changes. Where older women were originally viewed as dilettantes dabbling in higher education, now they are viewed as more serious, and often as exemplary, students. Moreover, with the rapid decline in the traditional age population, educational institutions have found it increasingly to their advantage to enroll more older students. As a result, colleges have developed a range of resources to meet these students' needs: more opportunities for part-time study and for financing part time education; flexible entry requirements; curriculum changes to reflect the wealth of older students' experiences; academic support services that acknowledge older students' apprehensions; and essential resources, like child care centers. In addition, many colleges have established specific programs for 'reentry' students. Some of these programs are temporary, lasting only one or two semesters, after which students are 'mainstreamed'. In others women retain their separate enrollment status for the duration of their college careers. Usually reentry programs have a heterogenous population: containing men and women; the married and single; widowed and divorced; rich and poor; parents and the childless.

There was a considerable amount of interest in these programs in the early stages of their development particularly in the 1970's and early 1980's (Association of American Colleges, 1980, Scott, 1980, Tittle and Denker, 1980). However, since then very little interest has been shown in the development of these programs, particularly as they affect low income, single parents.

The purpose of the Access to Higher Education Project was to address these omissions by documenting the scope of supportive resources for low income women in a wide range of educational institutions, and by placing this information within the broader context of states' JOBS policies in relation to post-secondary education.

3. RESEARCH METHOD

3.1 Survey of States' JOBS Policies

States had until early 1993 to finalize their JOBS plans -- a time during which many states' tough fiscal situations affected the climate of welfare reform and views regarding appropriate JOBS options. Thus, although earlier analyses (Riley, 1991; Solomon, 1990; Greenburg and Strawn, 1991) provided a helpful guide, obtaining up-to-date information required undertaking a new survey of states JOBS policies.

A JOBS Survey was developed and administered using a standardized instrument in telephone interviews (see Appendix B). All 32 states in which selected colleges were located (although colleges in only 28 states responded to the survey) were contacted.

The initial instrument was tested in the field, and expanded to include additional questions about JOBS policies concerning: JOBS links with other state agencies; caseworker training; caseworker's knowledge of labor market trends; feedback regarding caseworkers' responses to access to higher education; and administrators' opinions about welfare recipients obtaining B.A. degrees (see Appendix A). States included in the Survey represented all U.S. regions, including those with the highest AFDC levels (Connecticut and New York) and the lowest (Texas and Tennessee)[4].

Survey data was supplemented by material obtained during site visits to several colleges which included discussions with JOBS officials.

3.2 The Framework: Supportive Educational Environments

The research framework described here evolved between 1985 and 1991. During this time the principal investigator interviewed a number of low income women enrolled in college; talked to policy makers about the implementation process of JOBS; convened a task force of faculty, students and administrators from a variety of different colleges; facilitated meetings of a low income student organization; talked to program directors and researchers at conferences; and attended meetings of a Women College Presidents' Group that addressed issues of access for low income women.

Through this work it became clear that specific resources and personnel within educational institutions could make a difference to low income women, and that not only community colleges, but other educational institutions offered a variety of helpful resources. These resources were organized into a schema of nine key categories for this project (see Table 1).

Table 1. FRAMEWORK: SUPPORTIVE EDUCATIONAL ENVIRONMENTS

1. GENERAL ENVIRONMENT
Size of Student Population
Number of Reentry Students
Number of Single Parents
Programs for Low Income Women

2. ADMINISTRATION
Recruitment
Admissions
Orientation
Transfers
Program Supervision
Leadership

3. PUBLIC/RELATIONS, INFORMATION
College Publications/Catalogs
Brochure/flyers
Newsletters
Resource Books

4. ACADEMIC
Admissions Requirements
Academic Counseling
Tutoring
Curriculum
Faculty Orientation
Student Recognition

5. FINANCIAL
Tuition/Fee Waivers
Financial Aid Package
Emergency Loans/Grants
Funds: Federal/State/Local
Institutional Funds
Community Groups
Businesses
Women's Organizations
Alumni
Foundation/Corporation

6. SUPPORT SERVICES
Child Care
Parenting Support
Family Housing
Mental Health Counseling
Food
Clothing
Transportation
Family/Social Events
Career Counseling

7. STUDENT RESOURCES
Student Lounge/Center
Student Organizations/Groups
Peer Support
Peer Advising
Mentoring/Big Sister
Student Newsletter
Student Governance

8. INSTITUTIONAL PLANNING AND POLICIES
Data Collection
Resource Planning
Resource Assessment
Student Involvement

9. LINKS/NETWORKS
Intra-College Networks
Inter-College Networks
College/Welfare Agency Links
College/Other Agency Links
College/Community
College/Business Links

3.3. Survey of Institutions of Higher Education

The research instruments (see Appendix A) were designed using the framework in Table 1. The Comprehensive Survey (Part 1) contained specific questions about all the major categories and sub-categories of the framework, except direct financial aid. The Financial Aid Survey (Part 2) contained questions concerning financial aid, and compared financial resources for low income women with those for traditional age students[5]. The Survey proceeded through three stages.

1. A list of educational institutions was compiled from several sources: institutions that were either represented or discussed in three national conferences on single parents in higher education; a review of national listings of women's, black, and tribal colleges; a listing of the Consortium for Education of Non-Traditional Students (CENTS); the California Advocates for Reentry Education (C.A.R.E.) directory; a literature search on articles about programs; requests for information about programs at professional meetings; and a solicitation for information in an educational publication[6].

2. Institutions of higher education were contacted by phone and 'screened' to determine whether they met the criteria for inclusion in the Survey (ie. they had a program for reentry women that served low income women and whether they would be interested in participating in the study. At this point we also obtained the name of a financial aid officer to whom we could mail Part 2 of the Survey.

3. The Survey (two questionnaires) was mailed to 76 institutions of higher education in 34 states and Washington DC. 5 were sent to two year private colleges; 28 were sent to two year public colleges; 23 were sent to four year public schools; and 20 went to private four year colleges. All return mail was prepaid by the Project, and one reminder note was sent.

Response Rate

The response rate far exceeded the Project's original goal to receive information from 30-40 institutions. The overall institutional response rate was 85% Only ten institutions of higher education did not respond at all (see Appendix C).

86 surveys were returned, 81 of them usable (45 Part 1, and 36 Part 2). 25 institutions returned both surveys. 32 institutions also sent additional information[7].

With 56 institutions of higher education returning one or both surveys the institutional survey response rate was 72%.

The high response rate is spread evenly among the different types of institutions of higher education. Responses were received from: 4 two year private schools; 15 two year public schools (including two tribal colleges); 16 four year public schools (including one tribal and one women's college); and 9 four year private colleges (including three women's colleges). The data are also drawn from a broad geographic and cultural base. The 56 colleges are located in 28 states, and in all major regions of the U.S. (See Appendix C).

Site Visits[2]

In addition, thirteen site visits were made to institutions in nine states -- Connecticut, Massachusetts, Washington, Vermont, New York, New Hampshire, Wisconsin, Tennessee and Texas. Six of the site visits were made to four year public schools; 4 were made to two year public schools including one technical college; two to four year private colleges, and one to a two year private college. An institution was selected for a site-visit according to the following criteria:

* it provided a clear example of one or more of the 'supportive components'.
* its inclusion contributed to representation of diverse cultural, ethnic and regional characteristics.
* its inclusion contributed to diversity of college type.
* college personnel encouraged a site visit.
* the site visit was feasible, given time and financial constraints.

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[2]. See Appendix E for a detailed description of 'supportive components' at each site.

4. RESEARCH FINDINGS

4.1 States' JOBS Policies

The survey of states' JOBS policies provided essential data regarding the parameters states have established for AFDC recipients who wish to participate in higher education. We found that although **all** states elected to include the option of post secondary education (including Oregon and Michigan which previously had opted not to include post-secondary education)[8]. However, many states impose conditions on AFDC recipients who become engaged in, such activities. These conditions affect several important policy areas: who is eligible; time limits imposed on college attendance; participation requirements; definitions of relevant course of study; and resource availability for participants.

Eligibility

An AFDC recipient who enrolls in college without being referred by a JOBS caseworker is regarded as a 'self-initiated' participant. Some states, like Michigan, Missouri and Oregon favor '**self-initiated**' students, and provide them with necessary resources, like child care. Others, like Wisconsin, penalize them, and deny or restrict their access to child care, transportation, and other benefits[9].

Resources for Self-initiated Students

restricted	11	52%
same	7	33%
given preference	3	15%
	21	100%

States policies vary **voluntary** or **mandatory** participant status. The majority of states surveyed (54%) adopted the policy that women **must** become participants in JOBS when their youngest child reaches the age of three. Three states set the age at two and seven states set the age at one. Three other states reported that their programs were mostly for voluntary participants (see Appendix C).

Mandatory Participants: Age of Child

three years	17	54%
two years	3	9%
one year	7	22%
voluntary	3	9%
not availalable	2	6%
	32	100%

Time limitations

Two thirds of states had limitations affecting the length of time recipients can spend in college education. Two states permit only an A.A. degree; seven states permit either an A.A. or B.A, but limit the time period to 24 months; eight states permit both A.A. and B.A. degrees, imposing time limits ranging between 12 months and six years; and three states permit B.A. degrees with limits of four or five years. Only eleven states permit recipients to attain a B.A. degree without time limits being imposed (see Appendix D). Two are considering imposing such limits, and the remainder have not faced yet a heavy demand for the B.A. option.

JOBS and Post-Secondary Degrees

A.A. less than 2 yrs.	1	3%
A.A only; 2 yr limit	2	6%
A.A.or B.A. 2 yrs limit	7	22%
A.A.and B.A./ time limits	8	25%
B.A. time limits	3	9%
B.A. no time limits	11	35
	32	100%

Although most states employ time limits, officials in three states reported that AFDC recipients could receive extensions for extenuating circumstances, while several states allow recipients extra time to take college preparation and remedial courses. Officials in three states reported that time limits for degree programs were under review -- two states were considering a reduction in the time limit (Massachusetts and Vermont) and one state was considering an extension (North Dakota). Two states reported that time limits were set by individual county policies, and several indicated that actual time length allowed depended on funds available to meet child care and other needs.

There is some variation in the flexibility students have regarding year-round attendance. Some states (Kentucky and Tennessee) **insist** that recipients attend summer school to reduce the overall time period spent in college, while others (New York and Vermont) do not ordinarily permit summer school attendance.

The 20 Hours Participation Rule

JOBS officials express widely different interpretations of Federal regulations requiring: a) 20 hours of participation by recipients in a JOBS approved activity and b) proof of satisfactory progress in coursework. Obviously, even a full-time college course load does not amount to 20 hours in a classroom each week. Some states, which interpret the 20-hour rule literally require participants to be engaged in **additional** activities, like work-study or community work experience (see case-study, Tennessee). The majority of states (59%) regard a courseload of 12-15 credit/hours as sufficient to meet the participation guidelines. Some states have even more flexible policies, and either do not require as many course credits, or they include time spent in additional academic activities -- studying, writing

papers, taking exams, attending labs, attending discussion groups, academic counseling and meeting with professors. Since the Federal requirement is **for a state to show 75% of an average participation rate of 20 hours a week** for its JOBS participants, some of the requirements appear unnecessarily burdensome. The effect on many women is that their child care is limited to hours spent only in the classroom and does not include travel and study time.

20-hours Participation Policy

flexible	19	59%
not flexible	13	41%
	32	100%

Maintaining Satisfactory Progress

All AFDC recipients are required by JOBS to maintain satisfactory progress in their academic activities. Usually caseworkers conduct checks on students' Grade Point Averages each semester, but sometimes they check GPA's more frequently: on a monthly, weekly or even daily basis. In one state caseworkers require verification of each class attended. Furthermore, in order to ensure compliance with the 20-hour participation rule some states require AFDC recipients to attend supervised study halls. Thus, many caseworkers monitor JOBS participants' attendance closely. At times such close supervision can be problematic, especially when students encounter resistance from faculty and educational administrators -- who dislike both the extra work involved and the lack of privacy accorded to low income students by these practices. One quarter of JOBS officials volunteered they were having difficulties in working out verification systems with colleges. For college administrators the challenge for many is to work out mutually acceptable ways of verifying students' attendance and progress (see also Links and Networks).

Training and Data for Employability Plans

JOBS regulations stipulate that postsecondary education may only be considered as an option if the course of study engaged in by an AFDC recipient **meets with her approved employability plan**. This plan is often decided on the basis of how well the proposed degree program fits into perceived current labor market needs.

In two-thirds of the states, JOBS officials reported that the 'employability' decision is left to the caseworker and is based on his/her best assessment of the labor market and a client's apparent ability[3]. Yet in only one-third of the states surveyed are data on the labor market available to assist caseworkers in making these important decisions. Similarly, only one third of JOBS officials report their caseworkers have some form of training in post-

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[3]. It should be noted that in many states aptitude testing for college courses is not part of client assessment and that in most states caseworker training does not include training in opportunities in post-secondary education for their clients.

secondary education.

'Relevance' to Employment Decisions

caseworker assessment	20	63%
labor market data	10	31%
client, self-initiated	1	3%
not available	1	3%
	32	100%

Caseworker Training re: Post-Secondary Education.

yes, some training	10	62%
no training	6	38%
	16	100%

Resource Availability

For many AFDC recipients the key to access to postsecondary education is the availability of child care, the number of hours they need depending on each semester's course schedule. Two-thirds of state JOBS officials reported that child care was available for as long as it was needed, while 22% stated there are time limits on such access (usually 24 months). Clearly, in such states women with young children are at a disadvantage if they wish to stay in college for longer than two years. Moreover, it is ironic, given the shortage of funds for child care in a number of states, that one third of officials reported that mothers often have to take full-time slots whether they need them or not.

Child Care Availability

no stated limits	18	72%
2 year limit	7	28%
	25	100%

Additional JOBS Resources

Almost two thirds of states also provide transportation, usually in the form of reimbursement for mileage expenses or transportation tokens. In varying degrees, states also provide JOBS funds for books, equipment, tuition, and stipends.

Resources Provided through JOBS *

transportation	17	61%
books	11	39%
tuition	10	36%
uniforms	6	21%
car repairs	4	14%
equipment/tools	2	7%
other	2	7%

N=28

Caseworker Support for Postsecondary Education

Since caseworkers have discretionary decision-making authority over their clients' decisions regarding JOBS participation, caseworker support of the concept of postsecondary education is essential[10]. JOBS officials were surveyed regarding their experiences of caseworker support for postsecondary education[11]. Over 90% reported their caseworkers were supportive or somewhat supportive. In states where some caseworkers are not required to have B.A. degrees or where caseworkers without degrees are 'grandfathered' in to their employment, caseworker support of clients' postsecondary education was perceived to be more problematic.

Caseworker Support of Higher Education

somewhat supportive	17	53%
supportive	13	38%
negative	3	9%
	32	100%

JOBS Officials Support of B.A. Degrees

Since the leadership of key JOBS officials is key in access to postsecondary education, they were asked about their own opinions regarding AFDC recipients obtaining B.A. degrees. **81 % of JOBS officials stated they were supportive.** Some couch this support in terms of acknowledging individual talent and initiative; some in terms of efficient use of human capital; some cite the long term economic advantages for both families and community; some point out the positive impact on children; and some see education as an efficient way of ensuring that larger and needier families can earn the income they need to support themselves.

Some also expressed certain reservations, stating that such access must depend on states' financial situations; that access to higher education should be reserved for those with greater need (women with large families); or should depend on the ability of AFDC recipients. Those with negative views thought that an A.A. degree should be sufficient as far as public support was concerned and that further educational advancement should be obtained while employed, through night or weekend schooling. A few compared state workers' access

to higher education, stating that if obtaining a B.A. is not possible for caseworkers, it should not be an option for AFDC recipients.

JOBS officials' opinions: the B.A

supportive	14	43%
somewhat support	12	38%
negative	6	19%
	32	100%

Coordination between State Agencies

94% of all JOBS officials stated that close working relationships with other state agencies exist and are often essential for implementation of JOBS. Over two thirds mentioned links with three or more agencies. The majority of such arrangements are with the Departments of Education, and Labor; and, to a lesser extent, with Departments of Commerce, Community Affairs, and Health. Specific funding sources for AFDC recipients in some states are available through the Job Training and Partnership Act (JTPA) for single parents and the Carl Perkins Act (for vocational-education, gender equity programs, and programs for displaced homemakers). In some states JOBS has contracts with JTPA for training and placement services. In others, participants may be co-enrolled. In yet others JTPA or Carl Perkins funds may pay for tuition and/or books. In several states tuition waivers are available to AFDC recipients through agreements with state colleges. One state temporarily covers tuition costs until students' Pell grant checks arrive.

State Agency Links *

Education	38	118% *
JTPA programs	19	59%
Departmt of Lab	14	44%
Other state	12	38%
business/civic	5	16%

N=32

Persistent Problems: Conflicts between Aid

Despite the cooperation with other agencies and recent legislation (the re-authorization of the 1986 Higher Education Act and the 1992 Higher Education Act) to reduce policy conflicts between public assistance and educational financial aid, the survey of JOBS officials shows that such conflicts persist[12]. Over half of public officials reported that AFDC recipients who receive educational funds **lose benefits**, notably Food Stamps (see also section on Finances).

Reductions in Benefits

yes, mostly Food Stamps	17	53%
no	7	22%
not available	8	25%
	32	100%

Summary

In general, there is a high degree of support, both among top level JOBS administrators and their caseworkers, for access to higher education for JOBS participants. Yet there is also a considerable amount of confusion and uncertainty in the implementation of JOBS and its related services. The confusion is particularly evident in the limited or inflexible provision of child care, in the 20 hour participation requirement, and in the setting of standards of satisfactory performance. These obstacles stem from a variety of reasons including restrictive interpretations of federal policies; limited financial resources; lack of caseworker training and information; and the priority that is placed on short-term training, rather than longer term education.

JOBS caseworkers have entered a new territory for which they have been ill-prepared. Often they are required, at least by implication, to be knowledgeable about labor markets and to offer advice about courses of study in higher education -- in most cases without training, and without pertinent data, or guidance. Even with the best of intentions, they may offer advice to students that runs counter to the advice of faculty or college advisors. Furthermore, the involvement of numerous state agencies in the education and training of low income single parents also leads to confusion and uncertainty regarding access to essential resources.

4.2 Supportive Educational Environments[13]

The term 'supportive components' refers to specific areas within educational institutions that are important to low income women (see Table 1). Sometimes their needs require different kinds of services and resources from traditional students, for example, inexpensive child care. At other times, they require similar services to traditional students, but with specially trained personnel who are familiar with their concerns and needs, for example academic, career and mental health counseling. This section summarizes the data obtained from Part I of the Survey, discussing each of the nine 'supportive component' areas in turn. For more specific information on programs that are mentioned see the **case-studies** in Appendix E, referred to in parentheses.

4.2.1 General Environment

Reentry women often feel out of place at the beginning of their college experience. They may be attending classes with students twenty years younger (and who could be their children) and whose conversations reflect little of their own concerns and experiences; their intellectual skills feel rusty; and they experience self-doubt. Low income women with young children often feel even more out of place on college campuses. Added to the apprehensions of reentry women in general they experience those related to being poor, and to being single parents of younger children. They may feel stigmatized as 'welfare recipients', and in classes they may hear disparaging comments about 'welfare'. It is important, then, for women to feel they belong and to see other students, similar to themselves, on their campuses. Thus, the number of reentry women, single parents and low income women on each campus is an important factor in creating a supportive environment. The College Survey therefore included questions about the numbers and proportion of each of these groups.

Type of Institution

Programs for reentry students are distributed in a wide array of educational institutions, although more public than private institutions are represented in the sample. Over one third of these are two year public colleges and 36% are four year public colleges.

Type of Institution

two year private	4	10%
two Year public	15	34%
four year private	9	20%
four year public	16	36%
	44	100%

There is also a wide variation in the size of college campuses where low income student programs and resources are found. A quarter had under 1500 students and 36% had over 10,000 students.

College size

under 1500	10	25%
1,500-3,000	8	20%
3,000-10,000	7	19%
over 10,000	14	36%
	39	100%

The proportion of women among all reentry students was very high -- over 50% in 83% of

colleges. Over half of the institutions had more than 250 'reentry-women' and a quarter had over 1000.

No. Reentry Women Students			% Reentry Women Students		
under 49	5	13%	under 25%	2	6%
50-249	14	36%	25-49%	4	11%
250-1,000	10	26%	50-74%	16	44%
over 1,000	10	25%	over 75%	14	39%
	39	100%		36	100%

Age Distribution of Reentry Women

Colleges report a wide age range of students in their programs. A few programs admit students under the age of 24. The majority report that the average age of reentry women is 30-34 and almost a quarter of colleges report the average age of reentry students is in the late 30's.

Average Age			Lowest Age		
25-29	11	29%	under 24	14	38%
30-34	16	42%	24-29	23	62%
35-39	9	24%			
over 40	2	5%		37	100%
	38	100%			

Highest Age		
under 50	7	18%
50-69	23	61%
over 70	8	21%
	38	100%

Marital and Parental Status

Two thirds of the colleges provided an estimate of the number of single parents in their reentry programs. One third of these reported that over 75% of their re-reentry women students are single parents.

Proportion of Single Parents

under 25%	3	11%
25-49%	10	36%
50-74%	5	17%
over 75%	10	36%
	28	100%

AFDC Recipients

Because of the confidentiality of students' income records on college campuses only half of the program administrators were able to provide an estimate of the number of AFDC recipients. Of these one third stated that over 50% of their students receive AFDC (Source a)[14]. Two thirds of the financial aid officers, who have access to these records, were able to provide an estimate. Of these one third estimated that 50% of students received AFDC in their institutions (Source b).

Proportion of AFDC Recipients

Source a: Administrators			**Source b. Financial Aid Officers**		
under 10%	6	29%	under 10%	8	40%
10-24%	5	24%	10-24%	4	20%
25-49%	3	14%	25-49%	3	15%
over 50%	7	33%	over 50%	5	25%
	21	100%		20	100%

Types of Programs

Using program names as indicators of program focus, one third of the Programs focus on low income women (for example, the Single Parent Self-Sufficiency Program, Project Success, the Change Center and Success for Single Parents); a fifth focus on single parents (Single Parent Program, Access and Success for Single Parents); and the remainder have either non-signifying names -- the Ada Comstock Scholars Program, the Francis Perkins Program, and the Community Service Scholars Program, or names that refer to students' general 'reentry' status (the Return to College Program, or the Reentry to Education Program). A few of these programs are for women only (the Women's Reentry Program). The 'reentry' programs usually include women with a range of economic and family circumstances.

Program Names indicate Program is for:

low income women	9	33%
single parents	5	19%
reentry students	13	48%
	27	100%

Program Growth and Development

Programs for reentry students in general have proliferated over the past three decades, but there is little information on programs developed specifically for single parents and low income women. The Survey explored whether programs were new or well-established, and what were the expectations for their growth in the future. Over half of the Programs for reentry women were begun within the last 10 years, with 31% of these starting in the past five years. 93% of all programs had grown and two thirds of them expected to continue to grow in the future. 23% expect to stay the same and 10% expect to decline in size.

Date Program Began

before 1970	4	13%
1970's	10	31%
1980's	15	47%
1990's	3	9%
	32	100%

Program Growth

has grown	27	93%
not grown	2	7%
	29	100%

Expectation of Growth

stay the same	9	23%
will grow	27	67%
will decline	4	10%
	40	100%

4.2.2 Administration

A program's longevity and success depends upon its ability to draw and retain able students; to create a comfortable, supportive environment; and to secure funding and other resources. It is essential that the program director occupies a position within the institution where he or she can influence resource allocation effectively.

In addition, since reentry students often attend more than one educational institution, moving from one level to another as they gain confidence and acceptance, it is essential that

the **transition from one institution to another** is a smooth one. For this reason several key aspects of administration are included -- especially effective communication with other college departments, other educational institutions, with JOBS and other public and private agencies. Clearly, leadership in making these contacts is important.

Administrators: location and job title

There is no consistent administrative pattern to reentry programs. Program administrators have a variety of titles, are located in a variety of departments, and occupy different positions of authority. Half are either called coordinators or are directors, and 21% are directors in other settings (student services, women's and counseling centers). The smallest group of administrators come from the faculty.

Job Titles

program coord/directors	21	50%
director, other	9	21%
deans/V-President	5	12%
counselors	4	10%
faculty	3	7%
	42	100%

Position of authority

Administrators have a variety of means of access to leadership and positions of authority: 40% report to either assistant or associate deans (in academic, admissions, and student life areas). Over one quarter report to directors of student services; 17% to vice-presidents and vice-chancellors (academic and student life); 10% to members of the faculty and 7% report to presidents.

Program Director Reports to

assoc/asst deans	17	40%
director/services	11	26%
v-pres/v-chancellor	7	17%
faculty	4	10%
presidents	3	7%
	42	100%

Recruitment

Taking the initial step to enroll in higher education is a daunting step for many women to take. Some have bad memories of their previous educational experiences -- perhaps they did badly and had poor teachers. Others fear that they are not capable of studying, taking exams and writing papers. Still others feel socially isolated. Recruitment

and enrollment personnel must understand these anxieties and find ways to encourage women. The Survey asked several questions on recruitment practices.

Just over half of the institutions recruit reentry students through the regular admissions office. Over two thirds use other means, either in addition to, or in lieu of, the admissions offices' efforts. The personnel most often involved in recruitment are the program administrators, but other college offices (for example, continuing education personnel) and special personnel in admissions offices also take on this responsibility. In some colleges 'word of mouth' from students, alumni and people in the local community are important.

Recruitment Personnel *

Program administrator	22	73%
other college personnel	6	20%
admissions office	4	13%
outside college	4	13%
students/word of mouth	3	10%

N=30

Over two thirds of all colleges have established links with other colleges -- both to recruit students, and to assist their students in transferring to other colleges. Most programs use traditional methods of recruiting students -- college fairs, transfer compacts and open houses -- but they also rely on informal coffee hours, community programs and specific orientations to recruit reentry women. In the **PACE Program**, Rockland Community College New York, college counselors spend a day a week in a local JOBS office and talk directly to AFDC recipients interested in attending college.

Of particular interest is the finding that a large proportion of educational institutions (61%) establish **recruitment links** with local social service agencies. Among these the single most important referral source is the welfare agency. For example, the **Single Parent Self-Sufficiency Program,** (University of Wisconsin-LaCrosse) arranges for a local JOBS office to send program flyers to AFDC recipients with their monthly checks. The program, located at the campus Women's Center provides non-credit college preparatory courses and prepares women to apply for college.

Another innovative recruitment method can be seen in the **Mother-Daughter Program** at the University of Texas, El Paso. Here, the mothers of sixth grade daughters (98% of whom are Mexican-American) who are enrolled in a program designed to keep the young girls in high school until graduation, also learn about educational opportunities for themselves.

Means of Recruitment *

College fairs	19	66%
transfer compacts	12	41%
informal coffee	12	41%
articulation agreemt	10	34%
open houses	10	34%
community groups	9	31%
mailings	2	7%
other	4	14%

N=29

Agency Links in Recruitment *

Welfare agency	18	69%
social services	16	62%
women's shelters	5	19%
JTPA/business	5	19%
subsidized housing	3	12%
churches	2	8%

N=26

When asked which methods of recruitment were most effective, the most frequent responses were the personal and informal: 'word of mouth', good publicity (press releases, mailings), and peer recruiters.

Most Effective Recruitment methods *

Publicity/news	12	40%
word of mouth	11	37%
peer recruiters	8	27%
orientation/wkshops	8	27%
college reputation	3	10%
agencies	3	10%

N=30

Transfers

Although JOBS policies in some states officially preclude AFDC recipients from spending more than two years in higher education through JOBS, some students manage to transfer to four year colleges and universities. Colleges use similar methods in assisting transfers as they do for recruitment. Sometimes links are formalized with 'articulation agreements', but often they work through relatively informal networks between faculty, administrators, and students.

Examples of how transfers can be facilitated can be seen in Vermont and Washington. In Vermont, women attending free college preparatory classes at **Essex Technical School** or taking non-credit classes in the **Futures Program** are taken to **Champlain College** for a free class. In turn, graduates from Champlain College (a two year college) often transfer to **Trinity College** (which accepts all Champlain's credits) to complete their B.A. degrees. Similarly, women attending college preparatory classes in Spokane at the **Institute of Extended Learning** later enter **Spokane Falls Community College**. As they near graduation they are taken on a visit to Eastern Washington University where some enroll in a B.A. degree program.

In Wisconsin, where JOBS policy precludes AFDC recipients from taking B.A. degrees, some women enroll as 'self-initiated' students; and many move on from the **Single Parent Self-Sufficiency Program** to a small private college (**Viterbo**), also in LaCrosse.

Transfer to other Colleges *

Articulation agreemt	13	59%
open houses	13	59%
informal coffee	11	50%
transfer compacts	10	45%
alumnae netwks	8	36%

N=22

Orientation

Orientation is very important for reentry students who are often extremely anxious about entering college and feel that it will be hard to fit in. Almost three quarters of the colleges provide special orientations for reentry students, including some residential sessions. **Champlain College** in Vermont has a one week orientation period for AFDC recipients; Trinity College has a residential orientation for its Community Scholars Program; and Rockland County Community College has a week of orientation which includes daily library skills classes. Providing the opportunity for connection with peers' is the most frequently mentioned form of successful orientation method.

Most Effective Orientation Methods *

connection, peers	22	71%
information	19	61%
workshops, groups	11	35%
open houses/tours	4	13%

N=31

Retention

Once reentry women are enrolled their retention rates are often very high. Almost half of the colleges report retention rates of over 80%. Indeed, 60% of colleges report that retention rates for reentry women students are higher than for traditional students.

Retention Rates

above 90%	4	21%
80-89%	5	26%
50-79%	8	42%
under 50%	2	11%
	19	100%

Compared to Traditional Students

lower than	5	19%
same as	5	19%
higher than	16	62%
	26	100%

According to administrators, support services and one-on-one counseling in particular -- in both academic and non-academic areas -- are critical factors in achieving high retention rates. Other helpful factors are flexible schedules and special courses or classes for reentry students. Higher retention rates are also thought to result from reentry students' very high levels of motivation.

Most Effective Retention Methods*

support services	17	52%
personal attention	15	45%
academic support	12	36%
special courses	11	33%
peer interaction	9	27%
screening,followup	3	9%
financial assistance	3	9%

N=33

Leadership

A critical indicator of leadership is the extent to which college personnel take a direct interest in discussing access to higher education with personnel in JOBS and the state and local welfare departments. Personnel in half of the colleges responded that someone is responsible for communicating directly with agencies. In 30% of institutions faculty, deans, the president or chancellor take on this task. For example, at **Project SUCCESS**, the University of Tennessee at Martin, the female Chancellor has played a key role in mobilizing resources. Following the suggestion of a member of faculty to bring low income women to live on campus, she formed a task force consisting of top level state administrators and university personnel to develop such a program. At **Rockland Community College**, the Dean of Student Services has actively worked with the Department of Social Services regarding JOBS attendance sheets and financial aid forms (both of which she revised to make the reporting process both less intrusive and more effective). She also wrote a **contract** for JOBS participants stating what 20 hours of attendance would typically entail for a full-time student in **Project COPE**. In Massachusetts, an active group of **Women College Presidents** has lobbied the Governor and members of his administration to restore child care slots and to permit AFDC recipients to stay in college for at least three years for an A.A. degree and six years for a B.A. degree.

Personnel Speaking with Agencies *

program coord/dir.	8	40%
student services	5	25%
financial aid	3	15%
president/chancellor	3	15%
faculty/deans	4	20%

N=20

Contact with Businesses and Civic Leaders

Businesses and civic leaders are also involved in making resources available for low income women and their children. One third of institutions reported having direct contact with businesses. This contact was made predominantly by program coordinators, presidents, chancellors, and -- in one instance -- trustees at **Champlain College**. (see also Sections on Financial Support, and Linkages/Networks). At the University of Texas, El Paso, a number of civic and business organizations sponsor the **Mother-Daughter program**. At Eastern Washington University a business Consortium, "**The Momentum**", provide financial support for low income women and for their children. Children of low income women who cannot afford to buy their children sports equipment or pay for after school activities can obtain equipment and scholarships for classes in collaboration with Momentum and a local sports equipment store.

Other examples include the leadership shown by the Governor of Washington who has taken a personal interest in the program at Eastern Washington University, and attended a separate graduation ceremony held for the first graduates of the **Single Parent Program**. In Wisconsin a state assemblyman inserted $30,000 into the University budget to be used for low income women in the **Single Parent Self-Sufficiency Program.**

Personnel Speaking with Businesses *

program coord/dir.	6	40%
president/chancellor	6	40%
faculty/deans	5	33%
job placement	4	26%
student services	3	20%

N=15

Summary

Because of the relative newness of reentry programs (especially those that are earmarked for single parents and low income women) there is neither a traditional role for program directors nor a traditional location for programs. Directors and coordinators must carve out a place for their programs within their institutional settings. Many coordinators function as brokers or facilitators, working with other departments to smooth the way for

their students in a variety of areas. Others find themselves to be fairly autonomous, performing many functions related to recruitment, orientation, supervision, teaching and counseling. For both of these models of supervision strong leadership and support from upper level administrators is important in securing resources. Program coordinators, deans, presidents and chancellors can all play important roles in helping to assure program security and continuation. In some states outside leadership from elected officials and business leaders is also important.

4.2.3 Public Relations/Information

Traditional students benefit from having access to numerous college guides that inform them about academic, social and extra-curricular activities and available resources. Because there are so few materials available on programs for single parents and low income women, it is important that college materials provide clear information about available programs. Further, since few colleges could be expected to provide the panoply of resources needed by these students it is vital that students know about local, community resources.

Catalogs, Brochures and Flyers

In spite of the general paucity of information about educational opportunities for low income women we found that even in those colleges with special programs for low income women, **less than one quarter of the colleges' college catalogs explicitly mention those opportunities.** However, over two thirds of the colleges produce **brochures** and **flyers** for reentry students, some especially designed for single parents and AFDC recipients, for example, the **Single Parent Self-Sufficiency Program** (LaCrosse); **Projects Redirection and CORE** (New Hampshire Technical College) and **Projects COPE, RISE, and EOC** (Rockland Community College).

College Guides and Handbooks

Almost two thirds of colleges report that a **resource book** is available about resources in the local community: child care, housing assistance and health care; organizations distributing food, clothing and emergency assistance; and agencies distributing financial aid, both public and private. A few institutions, like the **University of Utah**, and **LaGuardia Community College** have produced handbooks, as have educational agencies in Washington and New York. A previously low income student has written "Living The Impossible Dream: The Single Parent's Guide to College Success" (Riley, 1991).

Newsletters

One third of the colleges produce regular **newsletters** for reentry women. For example, the **University of California, Berkeley, Rockland County Community College, the Helping Ourselves Means Education (HOME)** project and the **LaCrosse** program newsletters contain helpful information about institutional resources, news items concerning students, 'survival tips' and updates on rapidly changing JOBS and other state policies.

Reentry Student Newsletters

bi-annual	5	31%
quarterly	4	25%
monthly	5	31%
other	2	13%
	16	100%

Summary

Although only a quarter of the institutions' catalogs provided clear information about existing opportunities for low income women, almost two thirds produce flyers and brochures about programs. Several also produce newsletters -- often with student assistance and input -- that provide low income women with a range of useful information from 'survival tips' and legislative updates.

4.2.4 Academic

Academic support functions in a wide variety of ways for reentry women. For women whose previous educational experiences have been negative and discouraging it is important for them to be able to request and receive assistance that is positive and encouraging at all stages of their education. Those who are unable to trace old records and transcripts, or who have poor records often feel stymied from the start. They not only need flexible entry requirements that waive the requirements for previous transcripts, they also benefit from academic screening that takes into account their life experiences. In the early stages women often benefit from college preparatory courses or placement tests, conducted in a relaxed and friendly environment. In addition, many reentry and low income women respond to a curriculum that allows them to discuss and analyze their own lives and to place them into a broader context of women's experiences.

Entrance Requirements

Just over one third of the colleges do not expect reentry students to meet the same admissions criteria as traditional age students. The most important difference is in not requiring SAT or ACT scores or high school grades. Other differences include more reliance on essays, experience, and estimates of students' 'potential' based on interviews and life experience. For example, the program director of **Projects Redirection and CORE** (New Hampshire Technical College) assesses students' interest in problem-solving rather than their math scores, in her determination whether they should enter one of her programs. Highly selective colleges, like Smith College and Connecticut College rely heavily on essays and interviews (including phone interviews) for their entry process.

Alternative Requirements *

No SAT/ACT/ essays	10	71%
experience	3	21%
complete 'deficits'	3	21%
N=14		

Placement Tests

Just over one half of colleges make placement tests available to reentry students. Of these, almost all offer the CLEP test, and about half offer the opportunity to count life experience. Only one college actually requires a placement test.

Available Placement Tests *

CLEP	22	92%
lifelong learning	12	50%
PEP	5	21%
DANTE	4	17%
own tests	2	8%
N=25		

Courseload and Course Selection

Two thirds of colleges do not require a minimum number of credits to be taken per semester. However, some states' JOBS policies do require women to take a specific number of courses per semester or year, and these policies affect the number (and sometimes, the type) of courses taken. The minimum number of credits required ranges from 1 to 16[15].

Minimum Required Credits

12-13 credits	7	59%
6-8 credits	3	25%
16 credits	1	8%
1 credit	1	8%
	12	100%

Over 80% of colleges do not require reentry women to take specific courses. Those that do most often require English and Math or a specific course concentration. For example **Project SUCCESS** (University of Tennessee, Martin) requires that women begin their coursework in the Department of Home Economics, but then permits them to take other courses and majors. In Rockland County Community College students are required by JOBS to take technical rather than liberal arts courses. Academic counselors often advise students to take courses which can count in a liberal arts degree and in effect to "do a liberal arts

sheet at the same time [as a vocational sheet] so they can go both ways". Two thirds of colleges **recommend** that students take English and Math. Other highly recommended courses often include College Adjustment, Study Skills, Personal Development and Women's Studies.

Recommended Courses *

English/Math	11	42%
college adjustment	6	23%
personal developt.	5	19%
study skills	4	15%
career exploration	3	12%
other	2	8%

N=26

The Curriculum

70% of colleges report that women are still concentrated in specific areas, mostly 'traditional' women's subjects such as social work, social science and teaching. A few colleges have developed special courses for reentry women incorporating material about women's learning styles and their life experiences. **The College of Public and Community Service**, at the University of Massachusetts for example, takes into account lifelong learning in its admissions process and places the concept of experiential learning at the heart of the curriculum. Most of a student's work takes place outside the classroom. Students gain 'competencies' like public speaking and community organizing within subject areas -- Math, English, General Education, Career, and an Independent topic. At Eastern Washington University the Uri Treisman model of collaborative learning was adapted for the **Single Parent Program**. And at the **Single Parent Self-sufficiency Program** (LaCrosse) the text Women's Ways of Knowing is used to discuss students' own experiences and learning styles[16].

Course Concentrations *

Social Science	8	35%
Social wk	8	35%
Education	8	35%
Humanities	7	30%
Business	6	26%
Nursing/health	5	22%
English Literature	4	9%
Computers	2	9%
Other	3	13%

N=23

Academic Counseling

Over three quarters of the colleges offer academic counseling in all areas. The rest offer tutoring and assistance in study skills, transfer and career planning. Some colleges provide special support personnel for reentry women.

Academic Counseling Options *

offered in all areas	23	80%
study skills	7	22%
transfer planning	5	16%
tutoring	2	6%

N=32

Faculty Orientation

College need to provide faculty with information about the circumstances some women face. Many low income women in college have had unpleasant experiences where faculty, students or administrators have invoked negative stereotypes of 'welfare mothers'. Students often discuss the 'litmus test' of faculty as occurring on those days when they have no alternative but to bring a child to class. Some faculty welcome them, while others forbid their presence.

One quarter of colleges provide some form of orientation for faculty to help them understand the concerns of some of their students. For example, the Project Coordinator at **Projects CORE and Redirection** (New Hampshire Technical College) gives annual seminars on topical issues like Understanding Sexual Harassment, Gender Equity and Building a Multi-Cultural Environment. she has added one on Coping with Reentry Students because some faculty feel burdened by the problems their students face, and would like advice on how they help. The Program Coordinator for reentry students at **Rockland Community College** convened a group of faculty and administrators regularly for a period of years, and gradually built a strong and supportive network for students.

Faculty Orientation *

faculty workshops	11	85%
gender/multi-cultural	3	23%
letter from Dean	1	4%

N=13

Student Recognition

Over 80% of colleges find ways to recognize the achievements of reentry women students. This includes praising ongoing efforts and graduation in a variety of ways. **Mills College** has a '**brag board**' where news is posted about students' achievements. In Tennessee, Wisconsin, Washington State, and Vermont special **graduation ceremonies** have attracted the attention of educational and state leaders: chancellors, college presidents, a governor, and state politicians have attended ceremonies and written congratulatory letters to

successful students. The **College of Public and Community Service,** University of Massachusetts, Boston has its own graduation ceremony, with "different food and music" for its graduates.

Student Recognition *

annual celebration	9	32%
National Honor Soc.	8	29%
special dean's List	4	14%
depart recognition	3	11%
chancellor/pres.	3	11%
special scholarships	3	11%
'brag board'/letters	3	11%

N=28

Summary

Many reentry women, especially women from low income backgrounds, have grown up thinking they are stupid and not college material, or that college is simply not a place for them. As they slowly become aware of their intelligence and skills it is important that they have the support of faculty and administrators who have some understanding of the difficulties they face. To the extent that a program assists in preparing college personnel to be supportive, and recognizes the significance of each achievement for students, it is helping to put together an important piece of an academic environment which is supportive.

4.2.5. **Financial Support**

Gradually Federal and state financial aid systems have accommodated to older students. Now financial aid forms include questions on marital status, children and other dependents and many financial aid officers have made an effort to learn about the special financial circumstances and needs of older students, single parents, and recipients of AFDC benefits. This is important, for unless they take great pains to learn about how AFDC and JOBS count income and define acceptable expenses, financial aid officers may advise students to seek and accepts aid which results in penalties and losses to students and their families. For example, JOBS requires students to disclose their financial aid sources, and to list their expenses, but does not have a 'living expense' category (since caseworkers assume families are living on the proscribed AFDC benefits levels). Yet students may receive grants and other funds which take child care, books, clothing and travel expenses into account and which are paid out for those expenses.

This section compares patterns of student aid between traditional and re-entry students and explores the availability of a wide range of financial resources that benefit low income women. The information presented here is based on data gained primarily from Part 2 of the Survey in response to questions on sources of student financial aid; institutional efforts to raise additional funds; and efforts by financial aid officers and administrators to eliminate or

reduce conflicts between financial aid and public assistance policies.

Financial Aid

Colleges report that between 10% and 96% of their traditional students receive financial aid (Mean of 55%) compared to between 5% and 98% of reentry women (Mean of 61%)

Traditional Students: Financial Aid			Reentry Women: Financial aid		
10-39%	7	22%	5-39%	5	23%
40-69%	19	56%	40-69%	6	27%
70-96%	7	22%	70-98%	11	50%
	33	100%		22	100%

Living Expenses

All colleges, except one, include living expenses in calculating financial aid needs. There is a wide variation in the proportion of financial aid which is paid to students for living expenses (a range of 0-82% with a Mean of 29%). Since 'living expenses' have no place on the JOBS financial aid disclosure form (only educational expenses) some institutions like **Smith College** and **Mount Holyoke College** in Massachusetts, **Rockland Community College** in New York and **Connecticut College** have become adept at earmarking specific funds in ways which minimize the amount of disposable income for JOBS participants. They use a **'layering'** technique. For example, using state and institutional funds to pay tuition and fees, first, frees up 'exempt' federal funds to pay for other expenses which might be considered as 'non-educational' (living expenses). Since federal Title IV funds are exempt from being considered 'disposable' income, this strategy reduces financial losses for AFDC recipients -- and helps them pay for child care, transportation and food.

Living Expenses Include *

transportation	20	69%
child care	19	66%
room and board	17	59%
personal expenses	17	59%
miscell.	11	38%
dependents	3	10%
medical	2	7%
other	3	10%

N=29

Tuition Waivers

The proportion of colleges awarding tuition waivers to reentry students is lower than colleges granting waivers to traditional students -- 54% compared to 42%. Of these, 53%

reported that full tuition waivers are available to traditional students, compared to 47% of reentry women. The average **amount** of tuition waiver is the same for traditional and reentry students in 47% colleges, lower in 37%, and higher in 5% of colleges[17].

Availability of Tuition Waivers *

fulltime: trad. students	10	53%
fulltime: REW	9	47%
av. award: same	9	47%
av. award: lower REW	7	37%
av. award: higher REW	1	15%

N=19

As might be expected from a sample with widely varying types of institutions, the size of the awards vary considerably -- from under $1000 to over $15,000 a year. Over half of the awards are in the $1000-4999 group.

Size of Financial Aid Awards

under $1000	1	3%
$1000-4999	19	63%
$5000-9999	6	20%
$10000-14999	2	7%
over $15000	2	7%

Financial Aid Package

Over one third of colleges could not provide information on differences or similarities in financial aid packages of traditional and reentry students. Of the remainder, three quarters of financial aid officers reported that the 'package' of federal and state grants and loans, for reentry women differs from that of traditional students, with reentry women receiving more Pell grants, Stafford Loans and State Equal Opportunity Grants (SEOG), and fewer Perkins loans, state and institutional grants, federal work study and scholarships.

Differences in Financial Aid

	REW	TRAD
larger % Pell	12	6
larger % Stafford	10	6
larger % Perkins	2	9
larger % state	6	9
larger % instit.	4	6
larger % scholar.	1	2
larger % SEOG	3	1
larger % fed WS	1	3
no difference	5	5

N=17

Conflicts between Public Assistance and Financial Aid

Despite legislation to eliminate policy conflicts affecting financial aid, women living in poverty still experience financial losses if they attend college. Almost 40% of financial aid officers report that women **continue to lose public assistance benefits** because of their financial aid packages. 27% stated the loss was experienced most commonly as a reduction in Food Stamps because of loans taken out by low income students. Other financial aid officers manage financial aid packages so that women do not have these losses.

Impact of Financial Aid Packages *

no impact	21	64%
lose Food Stamps	9	27%
AFDC grant losses	1	3%
lose child care	1	3%
other losses	2	6%

N=33

Work Study

One quarter of financial aid officers reported that they do not encourage re-entry women to take on **work-study** assignments because of time and/or public assistance conflicts. Among those reporting that low income women do work-study 40% work up to 20 hours, 40% work up to 15 hours, and 20% work fewer than 10 hours.

Work-study			**Work Study hours**		
work study encouraged	24	73%	under 10 hours	4	20%
work study discouraged	9	27%	10-14 hours	8	40%
			15-20 hours	8	40%
	33	100%		20	100%

Institutional Funds

Just over one third of financial aid officers reported that specific **institutional funds** are earmarked for reentry women, mostly in the form of grants and scholarships.

Types of Institutional Awards *

grants	6	46%
scholarships	4	31%
awards	4	31%
loans	3	23%

N=13

Emergency Funds

Many low income single parents have sudden expenses, atypical in the lives of traditional students, which ordinarily they cannot meet on their limited incomes. These can be car repairs, dentists' bills, sports equipment and school-related expenses for children. Two thirds of financial officers report that emergency funds -- either loans (96%) or grants (36%) -- are available. Several institutions offer both (36%). The amount offered varies: $2500-$3000 for grants, and $50-$1000 for loans.

Emergency funds available

no	11	31%
yes	24	69%
	35	100%

Type of Emergency Funds *

loans	24	69%
grants	9	26%
both	9	26%

N=35

Special Payment Systems

This term refers to ways in which colleges manage to provide resources to low income women which do not adversely affect their benefits. For example, financial aid officers at Smith College developed such 'special payment' systems. They can pay vendors directly for certain services and resources, for example: books, rent, utilities, and car repairs. These funds do not appear in a student's account as 'disposable' income and cannot reduce AFDC benefits or Food Stamps.

Fundraising

Program administrators report that over 60% of colleges have applied for funds and grants, but only 42% of financial aid officers reported their colleges applied for funding (some state they are not necessarily informed of fundraising efforts). Further, when both program administrator and financial aid officer report a funding source or grantwriting effort they do not always mention the same funding sources. This summary is based on responses to both parts of the Survey.

Most of the funding applications go to federal and state agencies: specifically the Departments of Education, Labor, and Public Welfare (also called Social, or Human Services). The funds are usually earmarked for specific programs -- Job Training and Partnership Act (JTPA), Carl Perkins, TRIO, and Education Opportunity Funds -- and they provide specific resources important to low income women such as child care, tutors, and scholarships (Sanders, 1988). The purpose of the funds is to provide education and training/retraining programs, to promote sex equity for women, and to assist disadvantaged women including single parents, displaced homemakers, members of ethnic and racial minority groups, and AFDC recipients (see case-studies: **New Hampshire Technical College, Rockland County Community College, Spokane Falls Community College, and Champlain College)**. State grants, like Tennessee CARES and Tribal funds (**Navaho Community College**, Arizona, and **Salish Kootenai College**, Montana) are also utilized.

Federal and State Funding Sources *

non-trad trades/voc-ed	7	22%
disp.homemaker	6	19%
minority/disadvantaged	4	13%
gender equity	3	9%
tutors/hire	3	9%
re-training	2	6%
educ and training/AFDC	2	6%
child care	2	6%
housing	1	3%

N=32

Very few funding sources are specifically earmarked to support the low income single parent who wishes to complete an AA or BA degree. Exceptions have been the **Fund for the Improvement of Post Secondary Education** (FIPSE) which have provided funding to **Goddard College** and **Texas Women's University**. Other private sources of funding include **Lilly** (to promote diversity, **St. Mary in the Woods**, Indiana); **Hearst** and **Kellogg** (to establish playgrounds for the children of single mothers who live at Texas Women's University). Funding requests were pending at some institutions from the **Ford** (for child care and tutors) and **Newcomb** Foundations.

Local organizations are very important in financially supporting programs. Over half (18) of the responding colleges receive donations for re-entry women students from community agencies, organizations, and businesses.
Moreover, over half of these contributions come from women's groups. The size of the contributions varies between $200 and $3000. The women's organizations included the **American Association of University Women** (3 colleges), an endowed Women's Center, a campus Women's Club, a Women's Education and Employment Network Consortium, and a Women's Fair Scholarship Fund.

Individual businesses or business consortia also contribute funds and resources to low income women in college. Some also provide equipment and resources for the children of

low income so they participate in recreational events (see: **Eastern Washington University**). Champlain College has a Support a Student Program, and businesses contribute to individual women's 'unmet need' at Eastern Washington University.

Sources of Private Funding *

women's groups	8	44%
clubs/organizations	6	33%
businesses	4	22%
other	3	16%

N=18

Liaison between Financial aid and State Agencies.

Links between financial aid officers and state JOBS offices are considered to be such an essential component of access that they are considered separately here (see also Links/Networks). The data show that just under 30% of colleges **designate a specific person to be the liaison with JOBS agencies.**

Financial Aid Liaison with JOBS

yes	10	29%
no	25	71%
	35	100%

Topics Discussed

fin. aid, Food Stamp	6	50%
JOBS, child care	4	
other	2	17%
	12	100%

In addition, just under 30% of financial aid offices state they participate in either formal or informal contact with other state and local agencies, including local welfare offices, community human service agencies and employment related offices.

Three financial aid officers -- in Washington, Texas and Connecticut have found their statewide **financial aid association networks** to be helpful in addressing the concerns of low income women (see case-studies: **Spokane Falls Community College, Texas Women's University, and Connecticut College**). The topics addressed in these informal and formal networks have mainly to do with financial aid and AFDC regulations, access to child care, and specific questions about educational expenses.

Agency contacts			Issues addressed with Agencies *		
Labor/Employment/JTPA	6	38%	AFDC/financial aid	9	82%
community human service	5	31%	child care	5	45%
Higher Ed. Coord Commit.	5	31%	educational expenses	27%	
JOBS/AFDC/workers	4	25%	other	2	18%
Financial aid Association	3	19%			
	N=16			N=11	

Support for College Degrees

Financial aid officers were asked to express their own opinions about JOBS policies regarding access to higher education. One third of those responding think that AFDC recipients are discouraged from getting even two year degrees; two thirds think that AFDC recipients **are** encouraged to pursue **two year degrees**; and two thirds think AFDC recipients are discouraged from pursuing **four year degrees.** The main reason they provide for the perceived lack of encouragement is the desire by public assistance workers to see AFDC recipients employed as soon as possible.

Opinions: Two Year Degrees			Opinions: Four Year Degrees		
encouraged	16	67%	encouraged	9	36%
discouraged	8	33%	discouraged	16	64%
	24	100%		25	100%

Summary

The financial picture is complex and requires expertise on the part of financial aid officers, students and program administrators. The objective of securing more 'soft' or institutional money for programs and for students' personal and family use has to be balanced with ways of ensuring that any funds contributed for students do not result in their losing welfare benefits and other sources of income. It is clear that with rapidly changing JOBS regulations and the idiosyncrasies of individual offices and caseworkers there is a need for close communication between colleges and JOBS. Yet the data show that almost 70% of financial aid officers do **not** have regular contact or liaison with local welfare departments.

While colleges with small populations of AFDC recipients sometimes find they can communicate with welfare agencies, colleges with larger populations of AFDC recipients report the difficulties of such liaison because different welfare offices have different policies, and workers in the same offices apply rules differently. In rare situations where caseworkers are placed in colleges, have close links, or form a network or consortium with educators, these conflicts may be eased (see Case-studies: **Trinity and Champlain Colleges, Rockland Community College).**

In addition, and depending on how low income single parents are defined, they are also eligible for funds other than JOBS; for example JTPA and Carl Perkins. The fragmentation of programs and funds is an additional complication for financial aid offices and program administrators.

4.2.6 Support Services

Colleges provide a wide array of academic, social and personal resources for traditional age students. Reentry women have different needs. In particular they need services that have to do with the fact they are parents, poor and under considerable stress from juggling student and parental roles, as well as the fact that they are older students and anxious about their academic work.

Child Care

One of the most important resources for reentry students is child care that is affordable, convenient and has some flexibility. 70% of colleges surveyed have a child care center on campus. However, spaces are in great demand and 68% of centers have a waiting list of families wishing to use the center. The number of names on the waiting list range from fewer than 10 to over 300. Several centers, at **Trinity College, University of Tennessee, Martin,** and **New Hampshire Technical College** give priority to low income students' children and save some spaces for students in those programs.

Child Care Waiting List

less than 10 families	1	7%
10-20 families	4	29%
21-50 families	2	14%
over 300	1	7%
no. unknown	6	44%
	14	100%

Almost 60% of centers take children under the age of 2.9 years. The youngest age group any center cared for was six weeks **(the University of Tennessee at Martin)**.

Youngest Age in Child care Center

2.9 years or older	9	41%
1.8 - 2.8 years	5	23%
6-12 weeks	8	36%
	22	100%

Child care costs vary considerably. Fulltime child care in a Massachusetts campus center for

a toddler costs over $600 per month compared to $198 in Tennessee. However, even in the less expensive states child care costs are a severe burden for low income women, especially if they are not receiving JOBS subsidized care ('self-initiated' students).

Almost 70% of the centers had state subsidized slots for JOBS participants and several had sliding fee scales and/or scholarships. A few centers had flexible policies, permitting families to drop children off on an hourly basis. One center at **Asnuntuck Community College**, Connecticut provides **free child care**. Supervised by the director of the Women's Center, the **Reading Room** provides care for 30 children. Open between 8.30 am. - 3.30 pm. it is staffed by work study students, volunteers and parents who give two hours each work for free full time care (see case-studies).

Financial Arrangements, Child care

state subsidized slots	18	69%
sliding fees scales	11	42%
hourly drop off slots	8	31%
scholarships	7	27%
free care	1	4%

N=26

Half of the surveys showed that campus child care centers receive contributions from their colleges. Three provide direct financial assistance through financing from **student fees** -- **Eastern Washington University, Spokane Falls Community College**, and **Texas Women's University**. Most aid, however, was in the form of in-kind services such as maintenance, free or subsidized rent, student workers' wages, faculty consultation and student supervision, phone, and supplies.

How Colleges Subsidize Child care *

in-kind services	8	40%
building/space	4	20%
financial contrib	3	15%
pays staff	3	15%
student fees	2	10%
Other agencies	2	10%

N=20

Some child care centers offer additional supports and services for single parents. **Spokane Falls Community College** offers parents **consultation with social workers**, and provides space for a **clothing exchange**. The center at the **University of Tennessee at Martin** is the site for single parent **meetings and suppers**, and funds from a state funding source provide for child care and food for the meetings. Through private funding sources **Texas Women's University** offers **after school programs and weekend trips for children**. Two colleges have student organizations that provide **'Mom's night out'** for single parents, where

traditional age students, men and women, volunteer to baby sit children for the evening or for a day to allow mothers to have some time off **(University of Tennessee at Martin, and Texas Women's University)**. At the **University of California at Berkeley** the Women's Center established a **Parent Locator** program. Through the mechanism of centrally locating and updating parents' class schedules parents know they can be contacted in case of an emergency.

When asked to assess the **quality** of child care access for reentry students, regardless of the location of child care centers, 45% of project directors think that access is 'poor' or 'very poor'; and 54% say it is either 'good' or 'very good'.

Family Housing

Inexpensive or subsidized housing is a key resource for low income women. Although many reentry women are commuters, the location of subsidized housing either on or near campus is essential for low-income women. When housing is provided for low income students and their families with input from the parents it helps foster a sense of community among women and their children. 41% of all institutions surveyed provide family housing (most often large universities) State subsidized housing is available for students at **Texas Women's University, Goddard College, and the University of Tennessee, Martin**. Some colleges, for example, **Salish Kootenai Community College and Emporia College**, Kansas report that housing is included in long term plans for the institution (see Institutional Planning).

Family Housing on Campus

yes	18	41%
no	21	48%
no response	5	11%
	44	100%

N=13

Type of Family Housing *

1 bed-room	7	54%
2-bedrooms	8	62%
3-bedrooms	4	31%
not specified	2	15%

Career Counseling

Three quarters of colleges report that career counseling is available to reentry women. The services are usually workshops to aid in career exploration, job search, and to address the anxieties that older women face entering/re-entering the labor force. The effectiveness of some workshops is limited for low income women who have constraints imposed on them by JOBS caseworkers who decide what course of study best fits their employment plans. In states where AFDC recipients are limited to specific types of degrees or vocational skills, career counseling is only helpful if it is available either prior to enrollment or during the first month of classes.

Career Counseling Options

job search skills	9	47%
career exploration	7	37%
guidance/testing	4	21%
reentry concerns	3	16%
decision-making	3	16%

N=19

Mental Health Counseling

82% of colleges offer mental health services for reentry women. The concerns addressed are highly reflective of the family roles and responsibilities faced by older women students: recovery from abusive relationships and divorces, parenting, taking on new roles, and managing time and money. In addition to the range of services offered over half of the colleges suggested topics they would like to have included. Supportive counseling is also available through other campus sources. Some child care centers run groups for parents; some programs offer individual and group counseling. Student support groups are also important sources of informal counseling (see Student Resources).

Mental Health Topics Available *		
single parenting	10	38%
family relationships	10	38%
support groups	9	35%
financial problems	7	27%
time management	7	27%
personal development	6	23%
juggling roles	3	12%
substance abuse	2	8%
other	5	19%

N=26

Mental Health Topics Needed *		
family relationships	10	42%
personal developmen	9	38%
parenting	9	38%
stress	7	29%
financial need	7	29%
substance abuse	2	8%
other	6	25%

N=24

Food, Clothing and Transportation

Many students receiving AFDC benefits report that they have to resort to food banks and 'survival centers' in order to feed and clothe their families (Kates, 1991a, 1991b). A number of colleges provide food and clothing for low income student families (see case-studies: **Rockland Community College, Eastern Washington University, Spokane Falls Community College, Champlain College, and New Hampshire Community College**). The resources vary from a box of 'interview suits' in a program coordinator's office, to having a well stocked room of food and other items (diapers), open at regular hours, where students can help themselves whenever they need to. Assistance with transportation usually means providing loans or small grants for car repairs. One college uses its vans to help women do their grocery shopping and take children on outings (**Texas Women's University**). In addition, a number of program coordinators personally help women get to

important appointments if their cars break down or they have no viable means of transportation.

Social and Family Events

Many low income women who are at school find their time is taken up with family responsibilities and studying; they have little money to spend on family outings and almost no time for a 'personal life'. It can therefore mean a great deal to them if a college sponsors family social events.

Over half of the colleges provide social events for reentry students, some specifically designed to accommodate children and other family members. Usually these events consist of informal gatherings such as picnics, pot luck dinners, outings and trips. Sometimes they are designed to be orientations for family members to help them understand the demands made of students; at other times they are opportunities to socialize with faculty; or to raise money at bake sales, musical and theatrical fundraisers. Sometimes the children are the center of events as at a **Children's Day** (see case-study, **Eastern Washington University**).

Seasonal events like Halloween, Thanksgiving, Christmas, and other ethnic and cultural celebrations are particularly important times for social activity. Student organizations are often instrumental in supporting these events which provide opportunities for faculty, staff, church and community groups to contribute to low income women, and to show support for their efforts. Gifts of holiday food and presents for children are often provided by such groups (see case-studies, **University of Tennessee at Martin, Champlain College, and Spokane Falls Community College).**

Family Events *

picnics/potluck dinners	11	44%
parties	8	32%
events, festivals	7	28%
outings	4	16%
family days	3	12%
workshops	3	12%
other	2	8%

N=25

Community Resources

Not all colleges can attempt to provide necessary resources for low income women and their families, nor would it make sense for them to try. An important resource available on several campuses are booklets providing information on resources that can be obtained in the local community: including state employment and training offices, JTPA programs, local women's organizations, shelters, and churches.

Important Community Resources

child care	8	42%
housing	7	37%
JTPA, welfare	6	32%
counseling/groups	6	32%
emergency aid	5	26%
resource books	5	26%
health care	4	21%
food, soup kitchen	3	16%
transportation	2	11%

N=19

Summary

A wide range of resources are provided to low income women students on college campuses. Examples have been documented of comprehensive, inexpensive (even free) child care programs, cooperative housing efforts, expanded and specialized counseling resources. On some campuses children are not only tolerated, they are welcome. Further the onus is not all on the colleges to provide resources: frequently local church groups and other voluntary organizations take the opportunity to be of assistance to low income women. Many program administrators and students go out of their way to explore ways of helping students' to meet their families' needs.

4.2.7 Student Involvement

One of the single most important resources for reentry women students is the companionship and support of peers (Kates, 1991b), and one of the most important contributions that colleges can make is to foster such support and to encourage women to meet, discuss common concerns and interests, to help each other and to work for improvements together. A prerequisite for developing peer support is a quiet and comfortable place to meet: a room or a student center. At the minimum this is a place to sit, have coffee, relax and talk. At best this is a place to pick up mail, study, take a shower, cook food, take a nap, store belongings, obtain information, hold meetings and meet peers. Such a space is especially important for commuter students who need a place to go other than the library between classes.

Reentry Student Center

Over 50% of colleges have some form of student center for reentry women students. Sometimes the center is the campus women's center, but more often it is space that is also used by non-traditional male students. Most of these spaces provide a quiet place to study and a meeting place. Over a third have kitchens and typewriters or computers.

Amenities, Reentry Student Centers *

bulletin board	18	78%
lounge	15	65%
study space	14	61%
books, recycle	1	57%
bathroom	11	48%
computers	9	39%
kitchen	8	35%
toys for children	6	26%
clothes	3	13%
coffee/snack bar	2	9%
meeting space	2	9%
mailboxes	1	4%

N=23

Peer Advising

Over 60% of colleges have peer advisers. Although peer advising is mostly informal, some advising is about academic work, financial aid, personal counseling and help with finding resources. The majority of students find these groups to be effective.

Peer Advising Topics *

Informal	14	70%
academic	5	25%
finances	2	10%
support grp	2	10%
	23	100

N=22

Peer Advising Effectiveness

very effective	10	48%
effective	10	48%
ineffective	1	4%
support	2	10%
	21	100%

Peer Support

Half of the colleges have peer support groups, which take a variety of forms. Most are informal groups or clubs, with names like **'Single Parent's Club'** (informally named 'Welfare Mothers from Hell' (Eastern Washington University); while some are focused on personal development, for example, **'Getting it in Focus'**, and **'Coffee, College and Careers'** (Rockland Community College). A few are run by program coordinators or counseling personnel and focus on program, personal and academic concerns. Not all reentry women attend the same support groups.

Some colleges have separate groups for different types of reentry students. Even women reentry students do not always mix, despite the similarity in age and the fact that many are single parents. Sometimes 'low income women' feel uncomfortable with other 'reentry' students, particularly if there are special programs for low income women and JOBS participants. Usually low income women find support groups either very effective or

effective.

Peer Support Groups			Peer Support Group Effectiveness		
informal	11	50%	very effective	9	53%
advocacy	5	23%	effective	7	41%
facilitator	4	18%	ineffective	1	6%
as needed	2	9%			
	22	100%		17	100%

Mentoring

About a third of colleges have 'mentoring' or 'Big sister/Little sister' programs, which pair a newcomer with a more experienced student who helps the former adjust to her new environment. Very few colleges formalize this process or provide training. At **New Hampshire Technical College** the mentoring program provides students with support for the first semester (the most critical period of adjustment). Training is provided and volunteer mentors are awarded certificates of recognition. Sometimes **alumnae** are very important mentors, providing encouragement, perspective and concrete links with employment opportunities.

Student Organizations

About 20% of colleges have student organizations which engage in advocacy on behalf of reentry students. They publish newsletters; mediate between 'program' and the college administration; organize around low income concerns; raise funds and act as voices for reentry women's needs. Some of these organizations' activities overlap with the support groups and clubs mentioned above (see **Helping Ourselves Means Education group** at Eastern Washington University). In one instance the entire program is viewed as an effort to empower low income women (the **College of Public and Community Service,** University of Massachusetts).

Summary

About half the colleges provide centers or rooms for reentry students to study, and where they can meet, both formally and informally. The time that low income women spend together may be hard to find, but it is essential as a source of support. Students who have managed to pull through difficult times are able to advise and encourage others in similar straits. Sometimes students become more organized, forming official student organizations with bye-laws, budgets and officers. They use this leverage to develop organizing skills and to advocate for their own concerns, both on and off campus. These activities bolster retention rates.

4.2.8 Institutional Planning and Policies

Large-scale studies of the experiences, retention rates, problems and successes of low income women in college are non-existent. Generally, neither states' welfare systems nor policy research studies have tracked AFDC recipients attending institutions of higher education. They have also been 'invisible on many college campuses'. The only sources of information about their characteristics and experiences are anecdotal reports and small scale studies (Gittell, 1990, 1993; Nilsson, 1992; Kates, 1992). Even now, with considerable scrutiny of AFDC recipients' activities occurring with the JOBS program, it still remains to be seen whether this critical information will be collected by government agencies. Yet, as this study shows, some institutions have large numbers of reentry and low income women.

This section addresses the extent to which colleges collect information about these students and their needs and concerns, and whether they inform institutional plans, and are used to legitimate fundraising requests.

Data Collection

Just over half of the colleges collect data on reentry women -- mostly on participants' characteristics and academic standing. However, only four colleges collect follow-up information showing how well women are doing post-graduation (see case-studies, **Champlain College, New Hampshire Technical College**).

Types of Data collected *

student demographics	15	71%
academic standing	10	48%
previous employment	5	24%
follow-up	4	16%
admissions/interviews	3	14%
single parent students	2	10%
issues/anecdotes	2	10%

N=25

Intra-College Networks and Meetings

Two thirds of colleges hold regular meetings to discuss reentry women's needs and concerns. If these meetings involve personnel from numerous college departments -- admissions, registrar, financial aid, counseling, housing, student life -- as well as faculty they can develop into useful and supportive networks. A newly hired coordinator of a reentry program at the **University of California, Berkeley,** who assembled such a group to learn more about the roles of each department found that it became an essential source of support, advice, and planning for **all** its members and that its benefits extended beyond the immediate program. (see also, case-studies, **Rockland Community College**, and **University of Tennessee, Martin**).

Frequency of Planning Meetings

annually	3	14%
once a semester	4	18%
monthly	4	18%
weekly	3	14%
as needed	8	36%
	22	100%

N=25

Topics discussed at Meetings *

needs assessments	10	40%
financial support	9	36%
program assessment	6	24%
academic achievmt	5	20%
understanding REW	3	12%
housing	3	12%
counseling	3	12
recruitment/admiss.	2	8%
child care	1	4%

Planning for Reentry Women

40% of colleges stated they have plans to address the needs of reentry women students. These plans cover a wide variety of activities: developing a clearer sense of mission; holding focus groups; raising private funds; expanding child care to include sick, infant, and evening care; building more residential units; expanding program space; establishing or expanding student centers; food banks; establishing or expanding program administration and staff. **Emporia College, Kansas**, for example, is seeking endowment funds to purchase apartments for single parents;

Plans for Expansion or Development *

enrollment	6	33%
grants	3	17%
counseling	3	17%
family housing	3	17%
financial aid	3	17%
renovations	2	11%
support services	2	11%
child care	2	11%
mission statement	2	11%
other	3	11%

N=18

Student Involvement

About half of the colleges involved reentry students in student recruitment and over half of the colleges involve reentry students in planning and policy development. Most of this involvement comes about through student in student government. Students also sit on various committees: reentry programs, finances, child care centers, board of trustees, presidential and faculty groups. Although students can be very influential in fundraising efforts (see case-study, **Eastern Washington University**) less than one third of colleges involved reentry women in their efforts to raise funds. Over twenty colleges had plans to

raise funds to support these plans.

Funding Applications *

federal/state sources	14	67%
Private	8	38%
N=21		

Needs Assessment

When asked to assess the **strengths** of their own programs most administrators highlighted the support that project staff and faculty gave to students, taking advantage of available financial aid and child care resources. Some also mentioned a generally supportive, empathetic campus environment and community resources.

When asked to assess their **needs** most administrators mentioned that students needed more financial assistance -- for books, transportation, child care and living expenses -- and they needed more support for four years of education from welfare and related state agencies. They also identified the need for more housing, program staff, counseling resources and more flexible admissions policies.

The single most outstanding **obstacle** identified by administrators was lack of money, but they also mentioned **institutional barriers** such as lack of support from college administrators; **community barriers** such as lack of interest by community and business leaders; and **individual barriers** such as low self esteem, study skills, lack of information and lack of pre-college preparation on the part of low income reentry women.

Summary

Fewer than half of the colleges have plans for development. However, a number of program have instituted regular meetings with other college personnel to discuss reentry students' progress and concerns; and about half of the colleges involve students in planning discussions. Administrators identified several areas in which improvements are necessary; more flexible policies and financial assistance from federal and state agencies; more institutional and community support; and better preparation and information on the part of low income women.

4.2.9 Links and Networks

When the Family Support Act was passed some educators predicted that welfare and community colleges would need to work closely. However, few people could predict how many institutions of higher education might become involved, and how complex those arrangements might be. For it is not only the JOBS program, but also JTPA and other overlapping Education and Labor policies which indicate more than ever the need for communication between colleges and state agencies.

Links with State and Local Agencies

Over half of the colleges (57%) have communication with state agencies, and these contacts involve a variety of college personnel -- presidents, chancellors as well as program staff. As sections on Leadership and Financial support show college personnel have been quite assertive. Rather than merely responding reactively to state or county JOBS policies, a number of colleges have successfully **negotiated and changed policies, simplified paperwork, limited intrusive student monitoring, and advocated for students' access.** Not all contacts are abrasive or difficult. Some of these contacts are regular, longstanding and highly cooperative. Many of the linkages are **informal**, based on working relationships developed over a period of time. For example, in **Spokane** a state worker commented at a meeting of educators, and DSHS personnel "We have a reputation for working together...we make it work". (see also case-studies, **University of Tennessee, Martin** and **University of Wisconsin, LaCrosse).** A network of programs for reentry students, **C.A.R.E. (California Advocates for Reentry Education**) publishes a directory of programs and arranges conferences so educators can meet regularly to discuss students' needs. In New York City an **ad hoc** coalition of 50-60 colleges and agencies, calling itself the **Welfare Reform Network**, meets as a self-appointed monitoring group of the Family Support Act. The Joint College Task Force monitors access to higher education and reports on issues and concerns. The group actively lobbies, and communicates with, the New York JOBS administration. Some areas have established more **formal structures** to ensure communication between colleges and JOBS agencies. An example of a more formal network is a **Consortium** of community colleges in California, where college personnel meet with JOBS personnel on a monthly basis to discuss access issues for low-income students. The Consortium is formalized through a 'memorandum of understanding' and JOBS funds pay for its expenses -- a consortium coordinator, a computer network, and course costs. Consortium members monitor students' progress and keep records for JOBS caseworkers (Mellender, 1990.

Vermont has both formal and informal linkages. Personnel in state agencies and colleges say they "all know each other", and find it relatively easy to work on problem-solving together. However the JOBS program there has created a solid link between colleges and JOBS in the placement of JOBS caseworkers in colleges (with caseloads of 50 AFDC students each and independent budgets of $25,000 to meet their expenses).

Topics Discussed with Agencies *

JOBS: time limits	9	41%
financial conflicts	8	36%
JOBS program	7	32%
Reentry program	6	27%
child care/vouchers	6	27%
education, health	5	23%
transportation	3	14%

N=22

Contacts with Businesses

Half of the colleges also have direct communications with local businesses for the purposes of raising money for student scholarships, to provide program support, and to establish employment and internship opportunities. Again, a variety of college personnel are responsible for these discussions (see also, sub-sections on Leadership and Fundraising). Several businesses and business associations are very supportive of programs, providing financial assistance, resources, and general support in the community for access to higher education for low income women and their children (see case-studies, **Eastern Washington University**, and the **University of Texas, El Paso).**

Topics Discussed with Businesses *

fundraising	8	53%
Reentry Program	5	33%
mentoring, employt	4	27%
needed resources	3	20%

N=1

Summary

In over half of the colleges a range of formal and informal links were identified with other colleges and with a variety of public agencies -- not only JOBS. Half of the colleges also have links with businesses, professional groups, women's organizations and churches. Such links are helpful in expediting access to higher education for low income women.

5. CONCLUSIONS, POLICY IMPLICATIONS AND RECOMMENDATIONS

The research shows that no single supportive educational model emerges from the research: nor would it be realistic to expect one, given the differences in size and financial resources of educational institutions, differences in student populations and variations in states' JOBS policies. The research also shows that institutions of higher education cannot provide supportive environments for low income women in isolation from public welfare policies.

This section discusses the **public policy constraints** that have an impact on institutions of higher education, identifies a **range of responses** that colleges have developed in order to counteract some of the negative effects of public policies, and makes recommendations for future strategies.

5.1 The Constraints of Public Policy

Although many educational institutions invest considerable amounts of time, personnel and financial resources in assisting low income women these attempts are bounded by two major barriers: **the ambivalence of public welfare policy regarding AFDC recipients' access to post secondary education and the divergence of the cultures of education and public welfare.** For access to higher education for low income women to become a reality these barriers and their underlying value conflicts, must be recognized and addressed. The barriers and their consequences are discussed below.

5.1.1 Ambivalence: New and Continuing Conflicts

Public welfare policy regarding access to higher education for AFDC recipients is ambivalent at best. The Family Support Act, 1988, in giving authorization to states to include higher education opportunities in their JOBS plans made it a non-mandatory policy option. It appears that the option was widely accepted, for by 1993 all states **had** chosen to adopt post-secondary education as part of their JOBS plans. Further, the research shows that 81% of top state JOBS administrators **approve** of access to four year degrees, and that 90% of their caseworkers supported access to postsecondary education.

Yet this approval is bounded by some reservations as JOBS officials mention states' limited resources; the immediate and short term costs of supporting low income families for three or more years; and some unease in offering the poorest people access to a resource that caseworkers in some states do not have (namely, higher education). This ambivalence is manifested in other ways. For example, in:

* Continuing conflicts between financial aid and public assistance.
* Inconsistent and contradictory applications of JOBS regulations.
* Intrusive and impractical JOBS monitoring of attendance and performance.
* JOBS workers' lack of knowledge regarding post secondary education.
* JOBS workers' unrealistic expectations regarding courseloads.
* Inadequate distribution of child care and other JOBS resources.

* Inadequate and uneven distribution of AFDC benefit levels.

These practices not only determine AFDC recipients' initial eligibility status -- whether they will be referred to postsecondary education or not -- they have additional consequences: whether participants' 'self-initiated status' will be rewarded or penalized; the amount of time they can spend in college; the types of degrees they can obtain; the number of courses they must take, and when; the courses of study they may choose; whether college preparatory courses are counted against their time in college, or not; the extra JOBS activities in which they may have to participate; the proof of attendance they are required to furnish; and the criteria for satisfactory progress they have to satisfy.

Despite this ambivalence, both public welfare and educational institutions continue to be significantly intertwined in a number of states. For example, in California JOBS funds pay for the **salaries of some community college teachers**; in Vermont JOBS funds pay for **caseworkers to be placed in colleges**; and in New York JOBS (BEGIN) funds pay for **COPE counselors in colleges**. While there are some advantages to such close connections, these relationships also raise questions regarding the extent to which mutual expectations and goals are shared by both institutions.

5.1.2 Divergence in Culture

The second major problematic area to be identified is the **divergence in culture** -- ie. the goals, language, values, and norms -- between institutions of higher education and public assistance agencies. These differences can be seen by comparing the two policy areas approaches to the following practices:

Confidentiality

In colleges information about student grades, economic status and behavior is legally protected and is held confidential, unless a waiver is signed by a student. JOBS caseworkers' requests for such information violate educational norms, and are often regarded as problematic and overly intrusive by faculty and administrators.

Screening and Placement

College personnel have the expertise and authority to recruit, screen, test and place entering students. Caseworkers, on the other hand, who are the critical gatekeepers in the screening process for AFDC recipients, do not have either the expertise or the experience for the tasks they are increasingly being called upon to perform.

Choice

The opportunities for students to make choices are a critical component of the educational process, and generally students are encouraged to explore new areas and try out new ideas before deciding on a major course of study. However, the environment in which caseworkers operate does not value making choices. Caseworkers often determine in advance which courses of study are relevant, often without access to data, or knowledge of recipients' talents. Since recipients are often limited by state policies to engage in only one course of study, which may be decided for them, they find their options are highly restricted.

Flexibility of pace and educational goals

Usually, students are encouraged by college personnel to move at a pace that is suitable for their skills and experience. Some opt to accelerate their studies, while others take more time; some finish with two year degrees, while others pursue BA, and even graduate, degrees. Caseworkers are usually far less willing to grant such leeway to AFDC recipients, who are often required to take fulltime courseloads, or to take courses at specific times, regardless of the ages of their children, their health, or other family circumstances.

Measuring success rates

Most colleges undertake data collection on a regular basis of enrollments, retention and graduation rates to assess their effectiveness, and for planning and policy-making purposes. Caseworkers may track clients to assess the validity of their claims for assistance or to determine whether they comply with JOBS participation requirements. However, they do not conduct evaluations of outcomes to assess the value of different kinds of post-secondary education opportunities for AFDC recipients.

5.2 Educational Institutions' Responses

In spite of the cultural differences mentioned above, each educational program that wishes to assist low income women **has to operate within the parameters and constraints of the public policy environment**. The research shows that educational institutions develop an array of responses to mitigate some of these difficulties and concerns. They:

Develop complementary and/or compensatory resources

Colleges develop their own resources to help low income women: resources that are either omitted by JOBS or whose supplies are inadequate: for example, housing, child care, student resource centers, support groups, counseling, finances, food banks, and clothing.

Enter into negotiation

Educational administrators and financial aid officers, either by taking the initiative or in reaction to JOBS policies, work out arrangements with welfare/JOBS workers which will help their students: for example, they discuss how to monitor attendance and provide limited financial aid data to JOBS caseworkers.

Form networks and linkagages

Despite strong ambivalence, and sometimes overt resistance, on the part of JOBS policy makers and caseworkers to increase access to educational opportunities for low income women, the research shows there is some common ground for building better communications and understanding between them and educators.

Paradoxically, given the divergence in culture that exists between the two policy areas, one of the more important strategies to facilitate educational access has to do with **developing a process of communication** between the two policy areas. Moreover, since JOBS is so closely linked to other policy areas -- employment training, housing and child

care -- the communications process should also include policy makers in these areas.

Personnel in educational institutions and JOBS agencies interact with each other in a variety of ways, forming a 'continuum of communications' that extend from informal "we all know each other" (Vermont and Washington State) to developing 'understandings' about how the 20-hour participation rule can be met (Franklin County, Massachusetts; Nassau County, New York) to **ad hoc** coalitions of agencies monitoring JOBS (the Welfare Reform Network, New York City) to quasi-legal agreements (Region IV JOBS/Community Colleges Consortium, California).

Engage in advocacy

Some administrators, either separately or in groups, lobby overtly for policy changes eg. Women College Presidents' Group, Massachusetts; and discuss concerns, eg. associations of financial aid administrators in Connecticut and Washington.

Engage in resistance

If JOBS guidelines are perceived to be punitive to the student and onerous on college administrators, the administrators may refuse to comply with JOBS regulations: for example, hold study halls for AFDC recipients (Tennessee).

5.3. Recommendations

5.3.1 Key Strategies

Several key strategies are identified by the research They include addressing the shortage of resources; making attempts to shape JOBS regulations; developing an array of linkages and communication networks; the commitment by personnel in leadership positions; and attempts to collect data on students' success. More of these efforts are essential to improve access to higher education for low income women.

* Develop more resources

* Address inconsistent and confusing JOBS Policies

* Promote leadership among personnel in critical policy areas -- Public Welfare, Higher Education, Labor, Vocational Education

* Promote linkages **between higher education and public welfare; and between these institutions and community-based agencies and organizations.**

* Conduct Research to assess the outcomes of different levels access to postsecondary education

These general recommendations can be implemented in a variety of ways by each sector of the policy environment:

Public Welfare/JOBS agencies

Include access to B.A. degrees in postsecondary education opportunities.

Adopt requirements of 'satisfactory progress' and 'attendance' consistent with other educational policies, eg. Pell grants.

Permit AFDC recipients to take part-time courseloads without penalty, recognizing that 6-8 course credit hours are equivalent to 18-24 hours of work.

Permit AFDC recipients to take necessary pre-college preparatory courses without the time or credits being 'counted against' their college time.

Exempt more income intended for educational purposes from being counted against cash and in-kind benefits.

Fund more child care slots and provide more flexibility in time-slots.

Review and utilize proven educational assessment and screening tools in assessing whether higher education is appropriate for clients.

Train JOBS caseworkers in screening and assessment tools and in post secondary options in general.

Clarify loan default policies for AFDC recipients and disseminate information about how students can clear loan defaults.

Omit penalties for 'self-initiated' JOBS participants.

Hold seminars and conferences for educators, JOBS personnel and other relevant personnel to discuss common concerns and to share information.

Institutions of Higher Education

Develop internal networks of personnel to heighten awareness of concerns, to discuss needs, develop strategies to assist single parents and low income women, and build up support in institutions.

Form inter-college networks to address concerns and share problem-solving strategies.

Encourage support groups/networks of low income women students.

Become informed about current JOBS policies.

Become informed about other related programs, resources and funding such as JTPA, Carl Perkins, child care, federal and state subsidized housing.

Build links with other colleges so that the educational process is regarded as a continuum and to maintain and build bridges from each level of education to the next.

Build links with businesses -- to establish relationships with low income students and their children, raise awareness of their concerns, and raise funds to meet their needs.

Convene conferences and workshops to inform educators and policy makers about the concerns of low income women, to share information on effective resources and programs.

Seek funding from public and private sources to develop institutional resources. Include funding for resources for low income women in institutional fundraising campaigns.

Provide funding for low income student groups and organizations .

Centralize campus resources for low income women and single parents.

Collect data on low income single parents for institutional planning purposes.

Federal and State Agencies

Provide funding for family housing on and near campuses.

Provide funding for program staff.

Provide more funding for job-training, education and child care.

Businesses

Contribute financially to educational programs assisting low income women and their families.

Develop mentoring programs and other links to assist women with finding employment.

Cooperate with educational institutions to develop internship opportunities for students.

Philanthropic Institutions

Develop financial resources for educational programs, community-based and within educational institutions.

Fund research to evaluate programs.

Professional and Women's Organizations

Encourage debate, discussion and policy development on issues relevant to low income women.

Provide regular support and financial assistance to programs for low income women.

Provide mentoring assistance to low income women in higher education and training programs.

Joint Activities

Develop formal networks of personnel -- consortia, committees, and task forces -- with representatives from education, JOBS, other state and private agencies, professional and business sectors to assess the development of JOBS and higher education, share information, address identified needs and develop policy.

Hold joint and/or collaborative training between educators and JOBS personnel to improve access to higher education.

Hold conferences and symposia on access to higher education

NOTES

1. Regardless of educational level income differentials remain between men and women. The median earnings of women college graduates are comparable to men with a high school education.

2. The sources from which the data in this section have been taken may be found in Kates, 1992.

3. The most notable example was the reduction in Food Stamps AFDC recipients commonly experienced because they received financial aid for their educational expenses. Any funds left over after payment of tuition and fees were often counted as non-exempt or 'disposable' income for the purpose of calculating their eligibility for Food Stamps. Although these funds were used to pay for books and other legitimate educational expenses, the immediate effect was to reduce the amount of food available to families.

4. The AFDC monthly payment for a family of three in Connecticut was $575, and in Tennessee, $185 (Greenbook, 1992).

5. This division was necessary because many program administrators do not know about the specific economic circumstances of their participants (to guard the confidentiality of students).

6. The women's college listings came from the Women's College Coalition; the black colleges from the National Association for Equal Opportunity in Higher Education (NAFEO); tribal colleges from the American Indian Higher Education Consortium's publication Tribal College. Programs represented at Conferences came from the Conference on Single Parents and Higher Education, Goddard College, 1989; the Conference on Single Parents and Self-Sufficiency, Kentucky, 1989, 1991; and a review of programs mentioned in Julia Riley's Living the Impossible Dream.

7. These additional materials included institutional survey results and reports, academic papers, brochures, newspaper articles, and letters describing programmatic features.

8. According to the 1992 Green Book: Overview of Entitlement Programs, JOBS programs in Oregon, Michigan and Nevada excluded post-secondary options.

9. Lawsuits in California and Wisconsin have challenged the legality of denying child care benefits to 'self-initiated' JOBS participants.

10. Previous studies cite differences between decision made in different public assistance offices within the same state, and even between workers in the same office (Rosen, Kates, Gittell).

11. Previous studies (Rosen, Franklin, Kates) have revealed the key importance of discretionary decision making of caseworkers, and how support (and therefore access) may vary between caseworkers in the same office.

12.The 1986 Amendments to the Higher Education Act, and the 1992 Education Act contain language intended to avoid such conflicts. They both state that 'excess' financial aid (funds available after tuition and fees have been paid) may **not** be counted as income if it is applied to other educational expenses, like child care and transportation. However, variations in interpretation of educational expenses mean that in some instances, even now, these funds are considered disposable income, with consequent Food Stamps reductions. More frequently, educational loans and state work-study payments are counted as disposable income, with the same results.

13. The research findings in this section are based on the survey responses of 42 program administrators

14.Despite the fact that financial aid officers' responses were especially solicited for data on students' financial status, one third could not estimate the number of AFDC recipients.

15.Students attending Rockland County Community College were required to take 30 credits a year, and were not generally permitted to take summer courses by the JOBS program.

16. Mary Belenky, Blythe Clinchy, Nancy Goldberger, and Jill Tarule, Women's Ways of Knowing: The Development of Self, Voice, and Mind. New York: Basic Books, 1986.

17. As previously stated almost half of the financial aid officers did not provide data on the number of students receiving AFDC benefits in their colleges. For those who did, the range of AFDC recipients in colleges varied from 1% - 90% (with a Mean of 25%).

APPENDIX A

JOBS/ACCESS TO HIGHER EDUCATION
DEPARTMENTS OF PUBLIC WELFARE

STATE _____ CONTACT _____ PHONE

Contacted by _____ date _____

1a. Has your state fully implemented the JOBS component of the Family Support Act?

At what age of child is participation by parent/s mandatory?

1b. Where does your state stand now on permitting JOBS recipients to participate in higher education?

	Previous position	**Current position**
1.1	in general, did/did not permit college.	If NO, ask why not?
1.2	limited that option to associates degree	If YES, ask why?
1.3	limited that option to 24 months (for either degree)	If YES, ask why?
1.4	limits no. of months 36, 40, 50	If YES, ask why?
1.5	permits completion of BA regardless of time taken	
1.6	Stipulations re: relevance of college program/major for state/local labor mkt.?	If YES, what and who decides?

2. Does Caseworker training includes advising participants about access to high ed.?

3. How many hours of work/school/training each week are required of JOBS participants? (can they be mixed -- some hrs of each?)

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4. What child care resources available to enable participation?

5. What are the numbers of hours in work/school/study required for free or subsidised ch care during the school year?

6. For how long may a participant in school receive subsidized child care?

7. Are any other resources available to help women attend college?

8. Does your department coordinate with other state offices to facilitate higher ed for J participants?

9. If an AFDC recipient is working part time does she need to register for JOBS?

10. Is it possible that a JOBS participant receiving federal and state financial aid education costs might have other state or federal benefits reduced/eliminated?
eg foodstamps? Any discussion to reduce or prevent this from happening?

11. What kind of feedback have you had from local offices about higher education as option?

12. In your opinion, do you think AFDC recipients should be permitted to pursue a four y degree?

What are your reasons?

APPENDIX B

ACCESS TO HIGHER EDUCATION PROJECT
SMITH COLLEGE

Thank you for agreeing to complete this questionnaire. We are interested in finding out more about the resources your institution provides for Re-entry women students. For the purposes of this study we are defining Re-entry students (RE) as those who are over 24 years; and we are especially interested in Re-entry women students (REW) who are also low income, single parents (women who receive AFDC benefits and others whose annual income is at or below poverty level. [If you do not have access to exact information please supply estimates].

THE INSTITUTION/PROGRAM

Name of institution: _____
Name of person responding to the questionnaire: _____

Job Title: _____

Name of specific re-entry program (if applicable) _____

Date program began (if applicable) _____

ENROLLMENTS

What is the total number of undergraduate students currently enrolled (1992-93)? ____
What is the total number of RE students currently enrolled? ____
How many REW are currently enrolled ? ____

Number of REW students in the first year of Program (if applicable) ____
How many REW were enrolled in 1988? ____
Do you expect the number of REW to: remain the same grow decline
(please circle answer)
How many REW students are single parents? ____
Approximately how many receive AFDC benefits ____

RECRUITMENT/ADMISSIONS

To recruit students do you have formal links with other colleges? YES NO
If YES, with which colleges?

To recruit students do you have formal links with community agencies? YES NO
If YES, with which agencies?

Do you have formal links with other colleges which take your graduates, or transfer students? YES NO
If YES, which colleges?

Do you have a specific brochure for REW students? YES NO
Does the college catalogue describe the Program (or specific resources) for REW? YES NO
What do you consider to be the most successful approach to recruitment for REW?

REQUIREMENTS

Are REW students required to meet the same criteria for admissions as traditional age (18-22) students? YES NO
If NO, please describe differences in criteria.

Are placements tests available to REW students? YES NO
Are placement tests required of REW students? YES NO
If YES, please explain why?

ORIENTATION

Do you provide an orientation to college for REW? YES NO
If YES, please describe the major features of the orientation process:

What do you consider the be the most successful approach to orientation for REW?

STUDENT RETENTION

What is the current retention rate for REW?
Compared to traditional students, would you say the retention rate for REW is: higher the same as lower
(please circle response)

Please explain your response:

What do you consider to be the most successful approach to retention for REW?

THE CURRICULUM

Do students have to take a required number of credits per semester? YES (how many? ____) NO
per year? YES (how many? ____) NO
What is the average number of credits traditional students carry per semester? ____
What is the average number of credits REW students carry per semester? ____
Are any courses required for REW students? YES NO
If YES, which courses are required, and why?

Are any courses highly recommended for REW students? YES NO
If YES, which courses are highly recommended, and why?

Is a concentration in any course/s of REW students? YES NO
If YES, which courses and why?

Are faculty/advisers offered training regarding REW? YES NO
If YES, what training is provided?

Are REW formally recognized for their accomplishments? YES NO?
If YES, in what way/s?

Do REW students receive peer advising? YES NO?
If YES, what advising is offered?

STUDENT SUPPORT SERVICES

Child care

Is there a child care center on campus? YES NO
If YES, can students use the child care center? YES NO
If YES, what is the youngest age accepted? 6 weeks 3 months 2 years other (specify)_____
How many full time slots are available ? ___ How many part time slots? ____
Is hourly drop off time available? YES NO
Is there a sliding fee scale? YES NO
Are state subsidized slots available? YES NO
Does the college subsidize the child care center? YES NO
If YES, please describe how:

Housing

Is student housing available on campus? YES NO
If YES, is family housing available on campus for REW and their children? YES NO
If YES, how many units are available? 1 bedroom____ 2 bedroom ____ 3+ bedroom ____
Is local state/federally subsidized housing available? YES NO
If YES, please describe:

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Career counseling

Do career counselors have training/experience in working with REW? YES NO

Are resources/workshops planned for REW students? YES NO

If YES, please describe:

Mental Health Counseling

Do counseling staff have experience/training in working with REW students? YES NO

Are any counseling groups available for REW students? YES NO

If YES, please describe:

Social events

Are any social events planned specifically for REW students? YES NO

If YES, please describe:

How frequently do these events take place? once a week or more once a month 2-3 times a year once a year

(please circle response)

Are any social events planned for REW students and their family members? YES NO

If YES, please describe:

How frequently do these events take place? once a week or more once a month 2-3 times a year once a year

(please circle response)

STUDENT RESOURCES

Support Groups

Are self-help/peer support groups available for REW students? YES NO

If YES, please describe:

Is a Big Sister, or mentoring program to assist incoming REW students? YES NO

If YES, please describe:

Student Organization

Is there a REW student organization? YES NO

If YES, is it a formal or informal organization? (circle response)

Name of Organization: _____

Name of contact person: _____

Communications

Is there a REW newsletter? YES NO (if YES, please enclose a copy)
If YES, how often is it produced? annually bi-annually quarterly bi-monthly other (_____)
(please circle response)

Student center/room

Do REW students have a student center/room on campus? YES NO
If YES, are the following amenities/resources available? (circle response) kitchen bathroom lounge
clothing toys study space computers books bulletin board other (please specify)

Other

Do you have any other student resources, not mentioned above?
If, so please describe briefly.

INSTITUTIONAL POLICY AND PLANNING

Do REW students participate in planning or policy making activities on campus? YES NO
If YES, in which activities do they participate?

Do REW students assist in recruitment? YES NO In fundraising? YES NO

What future development plans if any, exist for REW students?

What additional resources, if any, are proposed for REW students?

Do formal or informal meetings occur between college personnel to address needs of REW? YES NO
If YES: please describe how often such meetings occur, and
what topics are addressed.

ACCESS TO HIGHER EDUCATION PROJECT

PART 2

FINANCIAL AID FOR NON-TRADITIONAL AGE WOMEN STUDENTS

(to be completed by financial aid office)

Thank you for agreeing to complete this questionnaire. We are interested in finding out more about the resources your institution provides for Re-entry women students. For the purposes of this study we are defining RE-ENTRY STUDENTS (RE) as 24 years or older; and we are especially interested in RE-ENTRY-WOMEN STUDENTS (RE-ENTRY WOMEN) who are also single parents and low income ie. women who receive AFDC benefits, and others whose annual income is at, or slightly above, poverty level. If you do not have access to exact information please supply estimates.

Name of Institution _____ Financial Aid Officer _____

NEED ASSESSMENT

What percentage of traditional students receive financial aid? ____ %
What percentage of RE-ENTRY WOMEN students receive financial aid? ____ %
What percentage of RE-ENTRY WOMEN students receive AFDC benefits? ____ %

Do your financial aid budgets for individual students include living expenses? YES NO
If YES, which expenses are included that would be helpful to a low income single parent?

What percentage of low income students' financial aid is paid directly to students for living expenses?
_____%

FUNDING SOURCES

Does your institution grant tuition waivers? YES NO (please circle response)
If YES, for up to what amount? $_____
Do RE-ENTRY WOMEN students qualify for tuition waivers? YES NO
If YES, for up to what amount? $_____

What is the average financial aid award for traditional full time students? $_____
What is the average financial aid award for RE-ENTRY WOMEN who are full time students? $ ____
RE-ENTRY WOMEN who are part time students? $ ____

How does the total financial aid package given to RE-ENTRY WOMEN compare with traditional age students?

	RE-ENTRY WOMEN	TRADITIONAL STUDENTS
PELL grants	____ %	____ %
Stafford Loans	____ %	____ %
Perkins loans	____ %	____ %
State grants	____ %	____ %
Institutional grants	____ %	____ %
Other _____ (specify)	____ %	____ %

Are low income RE-ENTRY WOMEN encouraged to do work-study? YES NO
If YES, how many hours? _____

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Are any special earmarked institutional grants or loans available to RE-ENTRY WOMEN students ? YES NO

If YES, please specify type and amount of available funds.

Are any emergency funds available to RE-ENTRY WOMEN students during the semester? YES NO

If YES, are these emergency funds loans YES NO

grants YES NO

What is the approximate amount and number of awards distributed each year?

Are special payment systems (like payments directly to vendors) available to RE-ENTRY WOMEN? YES NO

If YES, please describe the payment system and how it is used.

Are funds donated by local/community organizations, clubs, businesses, etc for RE-ENTRY WOMEN? YES NO

If YES, please specify which groups, and the type and amounts made available.

Has the institution applied for any funds/grants to assist students? YES NO

If YES, please specify purpose and amount sought:

PUBLIC ASSISTANCE

Do students who receive AFDC benefits while attending your college lose benefits (food stamps, for example) while at College? YES NO

If YES, which benefits?

Is there a financial aid liaison who works directly with the local/state Department responsible for AFDC/JOBS regarding college access for AFDC recipients? YES NO

If YES, what access issues have been addressed in this way?

Is there either an informal or formal network of state/local agencies that addresses issues of college access for low income women?

If YES, which agencies are included and what access issues have been addressed?

In your opinion, are students who are AFDC recipients encouraged to pursue a 2 yr degree through the JOBs or other public assistance program? YES NO

In your opinion, are students who are AFDC recipients encouraged to pursue a 4 yr degree through the JOBs or other public assistance program? YES NO

Please give reasons for your response.

Please feel free to add/attach any additional information that you think would be useful to understand better the financial resources and constraints of RE-ENTRY WOMEN students.

Thank you very much for your time and effort.
Erika Kates, Ph.D.
Project director.

PLEASE return this form in the enclosed envelope, as soon as possible. Help us keep to a tight research schedule by returning it by FEBRUARY 5 THANK YOU.

APPENDIX C

ACCESS TO HIGHER EDUCATION PROJECT
SURVEY RESPONSES

College/University	Survey Part 1	Survey Part 2	Other Info.	Site-Visit
2 year Private (N=4)				
St. Mary's in the Woods, IN	X	X	X	-
St Mary's of St Catherine's, MN	X	X	-	-
Nyack, NY	X	X	X	-
Champlain, VT	X	X	X	X
sub-total	**4**	**4**	**3**	**1**
2 year Public N=22				
Navaho CC. AZ	X	X	X	-
San Joaquin Delta CC. CA	-	X	-	-
San Jose City CA	X X	X	X	-
West Valley CC. CA	X	-	X	-
Asnuntuck CC. CT	X	-	X	X
Miami-Dade CC. FL	X	-	X	-
Marshalltown CC. IA	-	X	X	-
Prince George's CC. MD	X	X	-	-
Berkshire CC. MA	X	-	X	-
Greenfield CC. MA	X	X	X	(v)[1]
Springfield Tech.CC. MA	X	-	-	(v)
Lansing CC. MI	-	X	X	-
Fond Du Lac CC (Tr) MN	X	-	X	-[2]
Salish Kootenai (Tr) MO	-	X	-	-
La Guardia CC. NY	-	X	X	-
Rockland CC. NY	X	X	X	X
New Hampshire Tech. CC. NH	X	-	X	X
Portland CC. OR	X	X	X	-
Philadelphia CC. PA	X	-	X	-
Sinte Gleske Univ. (Tr) SD	X	-	-	-
Spokane Falls CC. WA	X	X	X	X
Spokane County CC. WA	-	X	-	-
sub-total	**17**	**13**	**15**	**4**

[1] (v) indicates a Program that was visited in previous research.

[2] (Tr) indicates a tribal college, member of the American Indian Higher Education Consortium.

College/University	Survey Part 1	Survey Part 2	Other Info.	Site-Visit
4-Year Public (N=18)				
N. Arizona U. AZ	X	X	-	-
U Cal. Berkeley CA	X	-	X	(v)
Emporia State U. KS	X	X	-	-
U Kentucky KY	X	-	X	-
UMass Boston CPCS MA	X	-	X	X
UMass Amherst UWW MA	X	-	X	(v)
W.Montana U. MO	X	-	-	-
Pembroke State, NC	X	X	-	-
Medgar Evers, CUNY. NY	-	X	-	-
U. Tenn. Martin TN	X	X	-	X
U Texas, Arlington TX	X	X	-	-
Texas Women's U. TX	X	X	X	X
Utah State U. UT	X	X	X	-
S. Utah U. UT	-	X	-	-
E. Washington U. UT	X	X	X	X
U. Wisconsin, La-Crosse	XX	X	X	X
University of Texas, El Paso	X	X	-	X
University of Utah	-	X	X	-
sub-total	16	13	9	6
4 year Private (N=10)				
Trinity, VT	X	-	X	X
Connecticut College CT	X	X	-	X
St Mary KS	-	X	-	-
Mount Holyoke, MA	X	X	X	(v)
Smith College, MA	X	X	X	(v)
Wellesley College, MA.	X	X	X	-
Baldwin Wallace OH	-	X	-	-
Brown University, RI	X	-	-	-
Heritage College, WA	X	-	X	-
Simmons College, MA	X	-	-	-
sub-total	8	6	5	2
Total responses	45	36	32	13

Colleges sending literature ONLY (N=10)

Santa Monica CC, CA	X
Mills College, CA	X
Nicholls State, LA	X
Brandeis, MA	X
Tufts, MA	X
Rutgers, NJ	X
Chatham, PA	X
Goddard, VT	X
Empire State, NY	X
Weber State, UT	X

Colleges NOT sending information (N=10)[3]

Los Medanos CC CA
Blackfeet CC, MO
Turtle Mountain CC, ND
Oglala Dakota CC, SD
Edmonds Comm. Program, WA
University of S. Colo. CO
Mississippi U for Women, MS
University of DC
Andrews MI
Kingsborough CC NY

Survey Summary:

Total number of usable Surveys = 81[4]

Colleges sending other types of information only = 10

Total number of responses received = 91

Total number of colleges sending surveys = 56

Total number of colleges sending some form of information = 66

The Survey, divided into Parts 1 and 2, was mailed to 76 institutions of higher education in 32 states and Washington DC. 5 were sent to 2-year Private colleges; 28 to two year public colleges; 23 to 4-year public schools; and 20 to private 4-year colleges.

86 surveys were returned, 81 of them usable; 45 of Part 1, and 36 of Part 2. 25 institutions returned both surveys, and 32 institutions sent other forms of information in addition to the surveys[5]. With 56 institutions of higher education returning one or both surveys the institutional survey response rate was 72%., while the overall survey return rate was 57%; With only 10 institutions of higher education not responding at all the overall institutional response rate was 85%.

In addition, thirteen site visits were made to institutions in nine states in the Northeast, the West, the Southwest, the South, and the Midwest. Six of the site visits were made to 4 year public schools; 4 were made to two year public schools including one technical college; two to four year private colleges, and one to a two year private college.

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[3] Some of these colleges did communicate with the Project by telephone.

[4] Five of the returned surveys were not usable (either incomplete or unidentifiable).

[5] These additional materials included institutional survey results and reports, academic papers, brochures, newpaper articles, and letters describing programmatic features.

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APPENDIX D

STATES' JOBS POLICIES
AND POSTSECONDARY EDUCATION

STATE	2 YEARS AA OR BA	AA LIMIT	BA LIMIT	BA NO LIMIT
Arkansas	x			
Arizona	x			
California	x			
Colorado	x [allows 5 mos. additional for prerequisites]			
Connecticut		36 mos	24 mos.	
Florida		24 mos.	12 mos.	
Georgia	x [28 mos.]			
Indiana				x
Iowa		30 mos.	40 mos.	
Kansas				x
Kentucky		36 mos.	9 semesters [incl. summer]	
Louisiana		24 mos.	48 mos.	
Maryland		24 mos.	48 mos. [varies]	
Massachusetts		36 mos.	72 mos.	
Mississippi				x
Minnesota				x
Missouri				x
Montana				x
North Carolina				x [varies]
New Hampshire	x			
New Jersey				x
New York	x [AA only]			
North Dakota			48 mos.	
Oregon	x [18 mos.]			
Pennsylvania				x
South Dakota			60 mos.	
Tennessee			48 mos [incl. summer]	
Texas	x			
Vermont		36 mos.	60 mos. [plus teacher cert]	
Washington				x
Wisconsin	x			
Utah				x

APPENDIX E

CASE STUDIES

Thirteen site visits were made to institutions of higher education in nine states: Connecticut, Massachusetts, New Hampshire, New York, Tennessee, Texas, Vermont, Washington, and Wisconsin. Of the thirteen visits four were to two year public institutions -- one a technical college; six were to four year public institutions -- including a women's college; and three were to private institutions -- including a two-year college. The programs for low income women at these institutions are discussed in order to illustrate selected aspects of the 'supportive components' model. The various components are discussed within the context of each institution (its size, student population and resources) as well as each state's JOBS policy regarding AFDC recipients' access to post-secondary education.

1. Connecticut

State JOBS policy

Connecticut JOBS, through the Department of Income Maintenance (DIM), permits two years of attendance for an A.A. degree and one year for a B.A. degree. Two colleges are discussed below: a small community college and a private, selective liberal arts college.

1. Asnuntuck Community College, Enfield

Asnuntuck Community College has an enrollment of approximately 2000 students. 75% of its students are re-entry women and many are single, low-income parents. The site visit was conducted to learn more about the child care program and the financial support offered by a local women's club.

Child Care

The Reading Room was established in 1974 by the newly appointed director of the Women's Center (a re-entry student who had just graduated). The Reading Room program provides **free child care** to children aged two to five[1]. It operates between 8.30 a.m. and 3.30 p.m. each day throughout the semester and is used by the children of students, faculty and staff. Full-time and part-time care are available in return for two hours of volunteer time by parents each week. It is also staffed by work study students, students who take courses in child development, and volunteers. Thirty children are registered, with about fifteen in attendance at any one time. During elementary school holidays parents can also arrange for their older school age children to spend time at the center, if space is available.

The Center is approved by the state's day care program specialists as a **"drop-in supplemental child care program"**. It has enlarged and improved its space several times as the College has grown and changed locations. Now it consists of a good-sized, cheerful and well-equipped room with direct access to an outside playground. Funds allocated from

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1. The comparable cost of child care at a similar college in Connecticut is $210 - $525 per month.

student fees pay for supplies and toys, learning materials, equipment and other supplies have been donated by businesses and students of the College. Information about the Center is available in the College Catalog, and in the Women's Center's brochure. The Program has achieved widespread local recognition for the quality of its care and the 'spirit of community and sharing' it fosters. In 1987, the College provided input to state child care policy, and the Board of Governors of Higher Education, Connecticut, recommended that funding for child care programs be given priority in institutions of higher education.

The advantage of such a program is that it offers very good and accessible state-approved care, without having to comply with the full panoply of child care regulations and screening by JOBS caseworkers. This model would be particularly applicable in states with inadequate funds for child care, limitations of the JOBS program, or where self-initiated students are currently penalized in their access to JOBS child care.

Financial Aid: Women's Groups.

The College raises funds successfully for reentry women students and from local organizations. Among these, a local club, started by an alumna, raises $1200 a year and offers 10 scholarships to reentry women. The club's funding decisions are based on a fifteen minute interview with each student who requests funds.

2. Connecticut College, New London

This private liberal arts college, previously a women's college, has a student population of 1600. About 9% are reentry students in the **Return to College Program**, and 90% of these students are women. Although only 1% receive AFDC benefits the efforts by the financial aid office to increase access are worthy of mention in light of the state's JOBS policies -- which cover one year of college toward a B.A., preferably in a public institution. Also worthy of mention are the curriculum and the efforts by local and alumnae groups to raise funds for re-entry women students.

Financial aid

AFDC recipients attend the College if they have been successful in making a case for an exception to the JOBS policy and if personnel in local community colleges have made a successful case for the student transfering to the College. The financial aid office works with selected local state DIM officials to negotiate ways in which AFDC recipients will not lose Food Stamps because of their loans or work-study payments[2]. The financial aid office has made the case, successfully with some offices, that loans should be regarded as paying for educational expenses -- such as extra child care, transportation costs, and meals eaten at

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[2]. Officially, funds spent on tuition, fees and other educational expenses, and funds obtained from Federal sources (Title IV) are excluded from being counted as personal income, and should not result in Food Stamp reductions. Frequently though, AFDC recipients who take out loans to cover educational expenses, find their Food Stamps are reduced.

college, etc[3]. However, before students take out loans, the financial aid officer explains that they may lose income as a result and asks that they sign a 'clarification statement'.

Curriculum

Reentry women take the first four courses together as a group, and then are 'mainstreamed' into the general curriculum. In a school where they are a relatively small proportion of the population this practice provides an opportunity for them to adapt to the college, gain confidence in their studies, and gives them time to form friendships and to consider their academic options before becoming absorbed into the student body. The retention rate for reentry women is 95%.

Financial Aid

The local branch of the American Association of University Women (A.A.U.W.) contributes funds to low income women. There are also endowed funds for loans and grants. Some alumnae have requested that a special fund be established so they can contribute directly to the Program, but no decisions have been reached yet on this suggestion.

2. Massachusetts:

State JOBS policy

Massachusetts was a leader in facilitating access to higher education for AFDC recipients prior to JOBS -- through its Employment and Training (ET) program. Although time limits are imposed now (three years for A.A. and six years for B.A. degrees) participants are provided with child care and transportation through MASSJOBS while they attend college. The Department of Public Welfare estimates that between 4000-5000 AFDC recipients attend college, out of a JOBS caseload of 15,000. The program discussed is a college at a large state university.

University of Massachusetts, College of Public and Community Service.

The University of Massachusetts has two sites, in Boston and Amherst. The **College of Public and Community Service (CPCS)** was established in 1972 in the downtown business area of Boston. The College recently moved to the Harbor Campus in Dorchester, which has between 10,000 and 11,000 students, 1000 of whom attend the CPCS. **All** CPCS students are of non-traditional age; about 60% of its students are women, and 30% of students are members of ethnic and racial minority groups. About 40% are single parents, with an an estimated 20% receiving AFDC benefits. The purpose of the college is to serve

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3. The same approach has been used successfully in other colleges with some local JOBS officials. For example, in Massachusetts, since there is no space to enter 'living expenses' in on the form, one financial aid officer has argued that many living expenses qualify as 'educational expenses', and the amount entered in that column should not count as income.

urban adults, and to prepare them (as its name suggests) for work in public and community service. The emphasis is on experiential learning and in working for social change in ways which empower the poor. A welfare rights newsletter, Survival News, and the Massachusetts chapter of the National Welfare Rights Union are based at the College. The College has one of the highest retention rates of all the colleges at the Harbor Campus.

Curriculum

The competency-based curriculum is the most distinctive feature of the College. The College not only takes into account Lifelong Learning in its admissions process, but places the concept of experiential learning into the heart of the curriculum with most of the work taking place outside the classroom.

Students register for classes after a two week period during which they assess their strengths and needs. Instead of fulfilling course credit requirements, students aim at receiving five certificates -- in Language, Math, General Education, Career and Independent Interest. They also have to demonstrate they have achieved 50 'competencies' -- in areas such as public speaking, community organizing and critical thinking.

Through the Curriculum comes the contact with other supportive components: students have ready access to information about community resources for low income women; they participate in student governance; and they hold meetings with university administrators about the College's mission.

Financial Aid: Tuition Waivers

Because of its links with state agencies, some students receive tuition waivers through collaborative and field-based study projects at selected public service sites.

3. New Hampshire

State JOBS Policy

New Hampshire's JOBS policy permits AFDC recipients to participate in two years post-secondary education to complete either an A.A. or a B.A. degree. JOBS works closely with JTPA and state JTPA offices are co-locating with community colleges on college sites. Some JOBS offices have allowed students to transfer to four year colleges, as long as they fulfill the 20 hour work requirement work. Students' grades are submitted for verification of satisfactory progress.

New Hampshire Technical College, Nashua

The College of approximately 550 students has two programs for single parents and low income women. **Project Redirection**, which has 60 students and **Project Counseling, Outreach, Retention, Education (C.O.R.E.)**, which has 15 students. Project Redirection assists financially needy single parents/displaced homemakers with college costs. Project CORE provides women of all ages with opportunities to learn 'non-traditional' trades. The

Project Director described one of the College's strengths as providing a 'generally supportive environment' for women and the retention rate of 96% reflects that contention.

Curriculum/Academic Counseling

The College specializes in technical courses and also conducts two-week non-credit courses to introduce women to careers in Electronics, Aviation Technology, Computer Networking and Telecommunications. Since women, especially older women, often do poorly on mathematical assessment tests, the Project Director uses a variety of criteria for assessing their interests and potential for success. For example, she finds that tests of problem-solving skills are more useful predictors of success than students' previous math grades.

Financial aid

Both programs receive Carl Perkins vocational-education funding which pay for about half of their costs, paying for part of the Program Director's salary, operating costs, as well as participants' child care and transportation costs. JOBS pays for books.

Internal Network

The Project Director holds annual meetings with college faculty and administrators to inform them about single parent concerns. These meetings are often in the form of seminars and are combined with others pertinent topics like sexual harassment policies, multi-cultural and gender issues. One seminar for faculty was designed in response to the fact that they sometimes feel overwhelmed with students' problems. The seminar helped faculty in their student advising functions with reentry students. The principle aim of these meetings, according to the Program Director, is to help faculty and administrators become resources for students, not barriers.

Student Mentoring

Mentoring and Big Sister pprograms are featured in many campuses with varying rates of success. Here, student mentors receive a short period of training and are asked to assist new students for one semester only. Thus, they provide a highly effective and accessible means of support during the most critical period of adjustment for new students. They also free up the Director's time so she is able to work with students on more serious matters. Student mentors are awarded certificates of appreciation for their time, and the 'circle of giving' is completed when the new students later assist others. This effort is particularly important because it reinforces the invaluable assistance that students can offer each other.

Leadership

Both Programs receive support from the College President who meets with all reentry women students twice a year. The Project Director is an advocate for low income women students both within the college and outside it. She raises concerns directly with caseworkers as they arise. As mentioned above, some local JOBS administrators permit AFDC recipients

to transfer to four year colleges, but they still must fulfill the 20-hour a week work requirement. To help these students, the Director arranges for some students who have transferred to a four year college to put in their work hours at the Community College. The Director is active in a State Single Parent Student Consortium and with various fund-raising and program development activities.

Child Care/Support Services

On campus child care is available, subsidized by the College through in-kind services. The Center also allocates a number of spaces for reentry students' children, and gives them priority. There is an informal clothing 'bank' in the Project Director's office with items suitable for wearing to job interviews and internships. The clothes are donated by members of a professional women's group, ZONTA.

Publications

The College has informative and accessible Program brochures describing both programs. The Single Parent Consortium is compiling a resource booklet for single parents.

Data Collection

The Program is one of the few educational institutions that collects data -- on students' employment experiences, retention rates, and on the labor market and wage levels for jobs that are relevant to the courses offered at the College. Public Welfare Department and other agencies are also provided with these data.

Institutional Planning

The Project director would like to see more women employed in technological areas become mentors to students. Plans are underway to add expand child care to include evening and sick child care.

4. New York

State JOBS Policy

New York's JOBS policy, BEGIN, is administered by the Department of Social Services in the Human Resources Administration. Its policies regarding access to post-secondary education are quite limited: AFDC recipients may enroll in courses leading to two-year vocational degrees only. The JOBS post-secondary option, College Opportunities to Prepare for Employment (COPE), replaced a previous program, Personal Achievement through College Education (PACE) early in 1993. In New York City, COPE counselors, paid with JOBS funds, have been trained and placed in several community colleges. The JOBS program is administered by the counties resulting in differences in the application and interpretation of guidelines.

New York City has a self-appointed Welfare Reform Network, consisting of 50-60 agencies and organizations, which meets monthly to discuss implementation of the Family

Support Act, paying particular attention to post-secondary education. Three issues of particular concern to the Coalition are the loan default rate of AFDC recipients, the assessment process which determines whether a JOBS participant's 'college ready', and the means by which caseworkers determine students' 'satisfactory progress'. The institution discussed is a community college in Rockland County. At the time of the site visit the College was responding to a County memorandum stating that students whose financial aid expenses included books and child care might have to reimburse the County for JOBS funds spent on books and child care.
Students are also required to take 30 credits a year, and since JOBS does not pay for summer and winter sessions, these credits must be taken in two 15-credit semesters.

Rockland Community College, Suffern

The College has a population of 8000 students, 48% of whom are reentry students, and 60% of whom are women. The College has several specialized Programs; the **Returnees in Search of Education (RISE)**, a general program for reentry students, with approximately 75 students; the **PACE** program for AFDC recipients (it had not yet changed its name to COPE) with 61 students; the **Educational Opportunity Program (EOP)** for disadvantaged students; and an **Honors** program (open to reentry women) which prepares women for transfers to competitive liberal arts colleges. 43% of PACE students are either Hispanic or African-American. Despite heavy courseloads and other pressures, the **retention rate of PACE students** is almost 88%, higher than traditional students.

Leadership

College administrators and faculty have taken key leadership roles in facilitating the enrollment and retention of low income women in the face of restrictive state and county policies. The Dean of Student Services, The Director of Life, Career and Educational Planning Center, and the recently retired Coordinator of Returning Adult Programs have all played key roles in creating a supportive environment for low income women.

Links with the Department of Social Services

The Dean, who has a background in training human service professionals, takes the initiative in holding formal and informal discussions with officials from the County Department of Social Services (DSS). She makes it a point to bring such officials to the campus and provides them with tangible evidence of student progress and the ways in which students benefit from college attendance.

The Dean has taken initiative in addressing verification of attendance, the reporting of satisfactory progress and financial aid. For example, she revised the County student college attendance forms. Now, instead of a student completing sixteen forms for one month's class attendance, all information for four courses is placed on one form. She also re-wrote the student's PACE contract, outlining what 20 hours of activity typically include for a full time student. To satisfy the need to demonstrate students' 'satisfactory progress' the College now issues periodic summaries of credits obtained, and issues statements on whether the student is performing satisfactorily or not. Finally, the financial reporting form for DSS was rewritten

to **omit mention of specific sources like work-study, scholarships and 'other' sources.**

Although New York State policy allows students to extend the period of time of study in exceptional circumstances, the College finds its expedient to encourage students wishing to take remedial or college preparation courses to fund them out of pocket, so they do not impinge on the two year time limit.

Internal Networks

The present high level of support among faculty and administrators is the result of a gradual and careful orientation process over a period of several years. Gradually, through attending regular meetings of the Returning Adult Council, convened by the Coordinator of Adult Programs, faculty and administrators have become more familiar with the concerns of low income women and single parents. Between twenty and thirty people attend these meetings which are held about three times a semester. Faculty Development seminars are also held to inform faculty about options and constraints faced by students. A number of faculty, who have taken life skills training courses, now choose to work with PACE and RISE students. They take great pride in their students' achievements, and have become advocates for them on campus.

Curriculum/Academic Advising

College counselors are careful to advise students who might wish to continue to a four year degree to see that their two year 'vocational' courseload includes credits which can be applied to a liberal arts program. Some courses of study, like the Early Childhood Development degree, offer this flexibility and are appropriate for transfers. "They do a liberal arts sheet at the same time [as a vocational sheet] so they can go both ways". However, students who transfer within New York state are often required to work 20 hours a week if they want to continue their education.

Recruitment

Two COPE college counselors were given permission by the County office to visit the local agency one day a week to talk to JOBS clients about enrolling in College. Because of some local resistence, this arrangement took two years to work effectively. Counselors also intercede with faculty where necessary, to confirm students' statements that 'important personal reasons' and not a lackadaisical approach to studies have been responsible for students' absences.

Orientation

Five days are reserved for a separate orientation program for reentry students, and knowledgeable and supportive faculty are recruited especially for the orientation process. Students are advised to inform their instructors early in the course if they have young children, so that children's illnesses and other concerns can be recognized and allowances made, if necessary. The orientation includes daily library research exercises, and students are given priority in class registration to ensure they can meet their JOBS courseload requirements.

Support Services

The College has a food resource center where students can pick up food supplies twice a week. Some of the supplies are donated by businesses and others are purchased by the Housing Coordinator who volunteers his time. Students also provide volunteer help and use the service as often as necessary.

College Brochures and Publications

The College publishes clear and informative brochures and resource pamphlets on each specialized program, and also prints and distributes a booklet on local resources to students. Each student over 25 years who contacts the Admissions office is sent a brochure on the general reentry program, RISE.

5. Tennessee

State JOBS policy

At $200 a month for a family of three, Tennessee AFDC benefits are the fourth lowest in the U.S.. Also, the state is 49th in educational attainment with 37% of the population having less than a high school diploma (Greenburg and Strawn, 1991a). 4% of AFDC recipients are in post-secondary education through JOBS and 14% are self-initiated (Greenburg and Strawn, 1991a). Generally, the JOBS program encourages only two year degrees and vocational programs. However, through an agreement with the University of Tennessee at Martin, in 1989, a number of women enrolled in Project SUCCESS to take B.A. degrees. The Project is funded by the Department of Labor through JTPA ("which has more of a mindset to be educators") and which pays for recipients' tuition, books and a stipend. Each student receives a stipend of $1 for each hour she spends in the classroom. The Department of Human Services provides funds for child care and transportation costs. In calculating AFDC and Food Stamp benefits the Department counts both loans and grants as income (HUD exempts loans). The women are co-enrolled in JOBS and JTPA, so that when they 'go off' AFDC for 30-60 days during the summer to take summer employment they do not lose child care or benefits. Tennessee requires recipients to have supervised study time at college, but the Martin campus received a waiver of this policy. The institution discussed is a state university.

University of Tennessee, Martin

The student population is over 5000, of whom just over one quarter are reentry students, 69% of whom are women. AFDC recipients are enrolled in **Project SUCCESS**, which began in 1989 with nine students. Since then, 34 women have entered the Program, 52% are whom are African American. In 1993 the first students graduated. The Program's original goal was to have 35 students in 1995. Currently there are fourteen mothers (and thirty two children) in the Project, almost all of whom live on the campus. Although there is no formal advertising for the Project, almost ninety students applied for three available slots for the 1992-93 academic year. The Project's future is tenuous as no funding for books, and

no new enrollees are anticipated for 1993-4. An estimated 20-30 'self-initiated' AFDC recipients attend the University and the Program director also provides informal advice and assistance to them. The retention rate for Project SUCCESS particpants has been 50%.

Leadership

The Chancellor has taken an active interest in the development of the Program. Having observed families living in poverty in her state, she expressed a desire to help low income women and their children, believing that "education is the key for the children." She took the idea for a residential program at the University from a member of the faculty, suggested it to the Department of Labor, and started a Task Force to develop a program in the summer of 1988 (pre-JOBS)[4]. She has also helped in securing funds for the Program. The Chancellor informs the University trustees, many of who show a personal interest in the Program, about its progress. The President of the University system who also takes an interest in the Program wrote a note of congratulations to the Program's first graduate. It was the Task Force that negotiated an exemption to Tennessee's policy of supervised study for Project SUCCESS students.

Internal and External Network: College and State Agencies

The Task Force convened by the Chancellor is one of the more comprehensive networks identified in the Survey. It consists of several representatives from University departments: admissions, housing, the child care center, financial aid, and faculty (Department of Home Economics) as well as top level representatives from the state departments of Human Services, JTPA, and Labor; as well as personnel from two regional Human Service offices and business representatives from Private Industry Councils (PICs).

The Task Force met three times a year during the early stages of the Program's development to facilitate access to enrollment for AFDC recipients. The regional office representatives travel to the University to meet with students and to learn about their progress. There is no strict time limit for completion of degrees, and it is acknowledged "you're going to lose some semesters." Since most of the DHS caseworkers and several other members of the Task Force are graduates of UTM (including some who majored in Home Economics) there is a common basis of knowledge about the university's resources, as well as an 'alumnae' network..

Recruitment

Two regional service offices of the Department of Human Services are actively involved in Project SUCCESS. Personnel from the offices refer women to the Program and are on the interviewing team that screens applicants together with JTPA workers and students in Project SUCCESS. Referrals are expedited by the co-location of several JTPA offices and community colleges.

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4. The idea for a residential program came from reading an article about the Goddard College program in Vermont.

Curriculum

All women take Freshman studies with other non-traditional students their first semester. Their first classes are in Home Economics (the Project Faculty Director is in the Home Economics Department), but they are then permitted to move into other areas. Although the Department of Labor tried to restrict one participant from majoring in Journalism, students pick majors in many disciplines, including psychology, engineering, accounting, business management, and public administration. Students are required by JOBS/JTPA to take classes in the summer.

Financial Aid

The cost of the Project is estimated at between $35,000-40,000 each year, and the funds for administration have been provided by the Tennessee Department of Labor, matched by some institutional funds. JTPA and JOBS funding have declined. However, in 1992-93 two women were 'sponsored' by the Roddy Foundation (on condition they find additional volunteer work for eight hours a week) and one was funded by Tennessee CARES, a state program that provides resources to pregnant women until their child is four or five years old. Students also receive Pell grants which go toward paying their portion of 'unmet need'. A local women's business and professional women's organization sponsors three $750 scholarships for non-traditional students.

Housing

Originally participants in Project SUCCESS were required to live on campus. The University housing coordinator learned about Section 8 housing subsidies at the Task Force meetings, and at the suggestion of DHS, contacted the Department of Housing and Urban Development (HUD) to learn about how to bring University units into compliance with Section 8 housing codes. There are now 5 1-bedroom, 25 2-bedroom and 7 3-bedroom subsidized units for students on the Martin campus. The rent for the two-bedroom units is $210-220 plus utilities. Currently some families are waiting for Section 8 housing subsidies and some commuters are permitted to enroll in the Program.

Child care

The Child care center is a model facility in a new custom-designed building. It provides child care for children as young as six weeks. Project SUCCESS students are given priority for slots. The University subsidizes the center by providing the building and paying for its maintenance and security. Some of the Roddy funds were used to pay for speakers, discussions and dinner for Project SUCCESS women at the child care center (child care provided). Traditional age students, through sororities and fraternities, volunteer to do child care at weekends, and have instituted 'Moms'night out'.

Counseling

Project SUCCESS participants are required to meet individually with the Project director and to participate in a group meeting on a weekly basis.

Food, Clothing

Students, faculty, local community groups and churches provide Turkey baskets, Christmas presents, and donate food and clothing for women and their children.

6. Texas

State JOBS Policy

JOBS resources for post-secondary education are limited to two years from enrollment for either an A.A. or a B.A. degree, although 'self-initiated' recipients (without resources) may participate in four year degree programs. JOBS is sub-contracted through JTPA, and basic education and G.E.D. are available through the Texas Department of Education, not JOBS. The 20-hour participation rule is encouraged, but 12-15 credit hours usually are recognized as complying with JOBS regulations. The institutions discussed are a state women's university and a state university campus on the Mexican border.

1. Texas Women's University, Denton

The campus has 5600 undergraduate students (about 58% of the student body) Nearly half of its students are reentry women. The campus has accommodated a rapid growth in its population of older students -- undergraduates as well as graduate students. 34 women who are single parents live in Hufford Hall. Another five live in other campus housing, or commute. Fewer than 25 students are referred directly through JOBS; most are transfers from community colleges.

Financial Aid

The financial aid office can provide interest-free emergency loans of $200-300 to low income women. The University has actively sought grant monies, and has received funds from federal sources and large foundations such as FIPSE, Kellog, and Hearst.

Housing

Hufford Hall has efficiencies for women with one child under 12 years, as well as 2-bedroom units for women with two children in a two storey building. One- bedroom units are available in a highrise building which is considered by university administrators to be suitable for older children only. Only the 2- bedroom units are certified as Section 8 units, but there are plans to renovate 100 1-bedroom units to meet Section 8 codes. A Family Living council discusses issues that arise in the Hall.

Child care and Children's facilities

The TWU campus is particularly noticable for its resources for children. Attached to Hufford Hall are three playgrounds, built with donated funds, for different age groups of children. Mothers can look down or into a central courtyard area and see their children playing. An after school program, the Clubhouse, is located on the lower level of the

building in a large room with kitchen and lounge furniture. Adjacent to the recreation room is a study room with computers for parents and children to use. Mothers can look into the playroom from the study. The computers and software are also donated, by the University President and by Foundation gifts. Residence life staff take children on outings using a campus vehicle. In addition, a large child care center offers comprehensive care to children over 18 months. The building was recently renovated so that it meets standards for state funded child care (8-10 slots). The University subsidizes the Center with $30,000 from student fees and in-kind services (maintenance and security). TWU has applied for funding for evening child care. Traditional age students in various sororities sometimes offer free child care, providing women with an opportunity for 'Moms night out'.

Food and Clothing

Local churches and groups donate Christmas presents and holiday foods. One group provided dinners for mothers during finals week.

Counseling/Mental Health and Legal

The University has large health and mental health counseling centers. The family counseling program offers care on a sliding fee scale. A free **legal** clinic is offered, using volunteer lawyers, four hours a month.

Internal Links

A network of university departments was recently formed to discuss and share information about resources for single parents, and to write a resource booklet. Representatives include personnel from housing, student activities, recreation, financial aid, counseling, health services, and the returning student committee.

2. University of Texas, El Paso (UTEP)

The University, which is located on the Mexican border, has 14,600 students. 30% are reentry students and over half are women. The focus of the site visit was the **Mother-daughter Program** coordinated by a member of the faculty of the Department of Education.

This program is responsive to the culture of Mexican-American women in its recognition of the strong influence of mothers on daughters and in designing a Program which benefits both. The Program started as an effort to prevent girls from dropping out of high school. It began in 1986 with 33 Mexican-American sixth grade girls in a single school and has expanded to include 100 girls from three school districts. Girls and their mothers sign a contract that they will attend regular weekend events about once a month. Most of the events are coordinated by school teachers, and take place in the local community. Four or five events take place at UTEP and at the end of year the girls spend a weekend on the campus. They participate in several workshops designed to familiarise them with campus resources, visiting the television studios, radio station, watching a 'physics show', and having 'hands-on' experience in the computer center. Girls also meet with college counselors and financial aid officers who inform them about application procedures and available assistance. The Program is now in its sixth year. 32 out of 33 girls in the first

class graduated. Because of the interest expressed by mothers in their own education, the Program now has special workshops for them on how to apply to college. Similar programs are being replicated on other campuses in Texas and elsewhere.

Recruitment

The recruitment of reentry women was not an original goal of the Mother-daughter Program. It emerged at the request of the mothers as the Program developed as they saw their daughters were doing well at school and learned about opportunities for themselves.

Financial Aid

University financial aid personnel provide workshops and offer to help mothers and daughters apply for financial aid. Many of the mothers receive AFDC benefits. The American Association of University Women (AAUW) sponsors two scholarships for mothers.

External Links

A wide network of community resources, public and private, provides support and resources to the Program. Many teachers and administrators in the three school districts are involved in providing resources and supporting the Program. Also involved are the Superintendent of Schools, the Chair of the Department of Education, Rotary Club members (who pay for the summer camp), the AAUW and the YWCA.

7. Vermont

State JOBS Policy

In Vermont, single mothers with children living in poverty receive benefits through a public assistance program called Aid to Needy Families with Children (ANFC) and administered by the Department of Social Welfare. About one quarter of the state's 10,000 ANFC recipient families participate in the JOBS program, which is called REACH-UP, and there is a waiting list for voluntary participants. Currently, REACH-UP permits access to A.A. degrees, and B.A. degrees if offered in a 'marketable discipline'. There is no official time limit -- although time limits of thirty months are under discussion. In addition extra time can be requested by a student who has learning disabilities or needs remedial or pre-college courses. The Department of Social Welfare provides colleges with funds to **hire caseworkers to work with ANFC recipients who are in college**. The funds cover salaries, office and college overhead expenses, and in addition, each counselor has a budget to cover student expenses. Aside from transportation and child care, JOBS funds can be used to pay for tuition (including summer tuition costs), car repairs (maximum $450) and workclothes (maximum $150). One result is that now all students in the same college have one or two caseworkers, instead of twelve to fifteen each of whom interprets policy differently. The increased consistency in how JOBS policy is applied is welcomed by both administrators and students.

Verification of attendance is simplified by the DHS generating a letter to each student after her course schedule is decided. This letter or contract states the expected number of

hours the student will participate. Each student signs the form, and checks off her hours of participation (usually 20 hours). The institutions discussed are both small private colleges -- one offering two year degrees, the other offering four year degrees -- and a vocational high school with special classes for adults.

1. **Champlain College**

A private, two year college with almost 1500 students, about 40% of whom are reentry students. The **Single Parent Program**, started in 1987 with 24 students and now has 141 students of whom over 80% are single parents who receive ANFC benefits. Two counselors, hired with DHS funds work full time with these students. They each have a budget of $25,000 for 50 students.

2. Trinity College

A private four year college with a student population of 1100 students. Almost two thirds of its students are 24 years or older and over 70% of them are women. The College developed the **Community Service Program** for eighteen low income single parents. Students who wish to participate apply to the Program, and require letters of recommendation from their ANFC caseworkers. If accepted they receive a stipend of $2000 a year for six hours a week of community service. The stipend is excluded from disposable income for the purposes of allocating Food Stamp and ANFC benefits. One caseworker is hired to work part-time at the College with ANFC recipients.

It should be noted that each of the three caseworkers working with ANFC recipients at Champlain and Trinity colleges dispenses funds differently. One distributes the same amount of money to every student; another dispenses funds according to students' specific requests and needs; and the third distributes funds to students uniformly **after** deducting travel expenses.

3. The Essex Vocational School

The school offers free vocational courses to all adults, and through Carl Perkins Sex Equity funds special 'non-traditional' courses are available for women (for example, learning how to operate heavy equipment).

Inter-College Links

All women in non-traditional courses at the Essex School (about 125 women) are taken to Champlain College once a week for a free course; many subsequently enroll in a two year degree. In turn, many students who have completed their two years of course work in the Single Parent Program at Champlain transfer to Trinity College for their B.A. Trinity accepts all Champlain College credits. Another programmatic link is with the Futures Program. Funded by a collaborative effort -- the Departments of Education, Labor and Social Welfare pooled $250,000 -- the Program offers non-credit courses and workshops (survival skill workshops, for example), information and advocacy to low income women.

Champlain College also recruits students from the Futures Program.

Leadership

College presidents at both Trinity and Champlain are supportive of providing resources for low income women and their children. The president of Champlain provided release time to a faculty member to write the initial grant for the Single Parent Program. The Lieutenant Governor of Vermont, a woman, is a trustee of Champlain and has lobbied for exemptions from a proposed Workfare program for college students.

Community Agency Links and Networks

In Vermont, personnel in state agencies in Burlington "all know each other". They have a wide network of referrals and sources of information; they can easily call each other up, discuss concerns and resolve problems; they can see the 'big picture', they respect one another, and they essentially 'speak the same language'. This network extends to the college campuses. In both Champlain and Trinity colleges faculty and administrators have participated in the legislative process developing the REACH-UP Program, and are active in lobbying for support for access to higher education.

Fundraising and Community Support

Trinity and Champlain Colleges both benefit from active fundraising and community support. Champlain has a 'Support a Student Program' which applies to all its students. Donors pledge a specific amount of money to help each student with the 'unmet need' portion of their financial aid package. Six hundred students were supported in this way in 1991-92. College trustees donated ninety turkey baskets to low income women and their families at Thanksgiving. Businesses also provide strong support, through providing internships for Champlain students, and in providing employment upon graduation. The Trinity College Community Service Scholars raise their stipend money locally with the help of an active Board and assistance from local businesses and other donors.

Student Orientation

Both Trinity and Champlain Colleges offer substantial orientation programs to help new students adjust to their surroundings, to become acquainted with college procedures, and to begin forming peer support groups. The two week period of orientation at Champlain has been cut to one week, but students are now expected to participate in the freshman study skills class during the first semester. During the one week period women learn time management, and assertiveness skills; are introduced to computers; evaluate their work styles; and discuss gender equity issues. Trinity College offers a three and a half day residential orientation.

Data Collection

Champlain College is one of the few colleges that keeps records of the starting salaries and range of job opportunities for each of its course specialties and notes the starting salaries of students who graduate from the Program. Starting salaries for the 1991-92 class were between $12,000 and $25,000. The College notes also that the GPA for single parents

is higher than for the school as a whole and that the majority of single parents either transfer to complete a four year degree or become employed and move off welfare.

8. Washington

State JOBS policy

The Department of Social and Health Services is currently phasing out its pre-JOBS program, FIP (Family Independence Program). Acknowledged as an innovative and successful program, FIP provided AFDC recipients with cash instead of Food Stamps; choices that included long-term education; cash incentives for participation in job training or education; and extended child care and medical benefits. FIP also excluded loans and grants in assessment of Food Stamp and cash benefits; required students' GPA's but not verification of attendance; and reimbursed employers $8.00 per hour for the first three months they hired AFDC recipients.

Currently, JOBS post-secondary education policy has no time limits attached to it, although this policy is being reviewed. The institutions discussed include a state university, a community college, a community-based program, and a student advocacy organization. These colleges and organizations, together with public and private agencies and groups, work together to provide a network of educational opportunities for low income women.

1. Eastern Washington University (EWU), Cheney and Spokane

The main campus of EWU is located at Cheney with another campus in Spokane, fifteen miles away. About 50% of the 8000-plus students are reentry students, and an estimated 90% of these are single parents. **The Single Parent Project (SPP)** was started in 1989, after a group of faculty, policy makers, and advocates attended the first Conference on Single Parents and Higher Education at Goddard College, Vermont. Underwritten by the Fund for the Improvement of Post Secondary Education (FIPSE), SSP was coordinated by a member of faculty in the Department of Social Work for two and a half years. It provided paid counselors and support staff, a curriculum based on the Treisman Model of collaborative learning, and close working relationships with state agencies[5].

2. Helping Ourselves Means Education (H.O.M.E.)

HOME is a student advocacy Program started by a low income woman attending college, which is now located in several states. HOME has two locations in Eastern Washington, at EWU and in Spokane. At EWU the Program occupies an office in the Women's Center. It provides a part time counselor, publishes a newsletter, raises and distributes funds for child care, distributes information about resources on and off campus,

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5. Professor Uri Treisman developed an award-winning Mathematics Program at Berkeley. It is based on a collaborative approach to learning and was motivated by a perceived need to improve the retention rate of students who are members of minority groups.

and advocates for access to higher education. HOME's advisory board consists of personnel from key areas of the University's administration as well as outside agencies. While the SPP focused its efforts on AFDC recipients, many of the women the HOME counselor sees fall just short of the income cutoff for public assistance. The Spokane coordinator has been instrumental in writing grants for single parent programs in Eastern Washington.

3. **Spokane Falls Community College (SFCC)**

The College has about 6000 students, over 60% of whom are reentry students. About half of the reentry students are women. SFCC has over 500 single parents and estimates that almost all receive AFDC benefits.

4. **The Institute for Extended Learning (IEL)**

The IEL offers adult basic education, English as a second language, life-skills courses and other non-credit classes, and has many low income single parents among its participants.

Intra- and Inter-college Links

The community college (SFCC) works closely with EWU, taking students about to graduate to EWU for orientation. About 65% of the students at SFCC go on to complete a B.A. degree. SFCC, in turn, takes many students from the Institute of Extended Learning (IEL), Spokane. The link between the two institutions (SFCC and IEL) is solidified by the fact that they share a counselor, thus easing the transition for participants who want to move on from non-credit preparatory courses to earning college credit. The counselor also works with students in Displaced Homemaker and Project Self-sufficiency Programs, organizes a speaker/luncheon series and offers college/financial aid workshops for DSHS workers. As liaison between the Community Colleges and the Public Assistance Office she is also responsible for keeping records of students' academic progress (GPA scores). She states that her job is " 70% social work, 20% teaching and 10% counseling". Her salary is paid for by the Department of Social and Health Services.

The Community Colleges of Spokane and the IEL also collaborate in several programs for low income women and have **submitted joint funding requests** for JTPA funds to provide vocational-educational training for AFDC recipients.

College/Agency Links and Networks

A series of formal and informal links also exist between institutions of higher education, state agencies, community and business groups, thus forming an effective network of resources in the Eastern Washington area. In addition, an active lobbying effort, combined with statewide recognition of the cooperative nature of these groups, has resulted in several Federal demonstration projects being located in the Spokane area -- and a possibility that FIP might be allowed to continue in Spokane. As one state worker put it " There is something unique about Spokane.... we have a reputation for working together... we make it work". Regional administrators are key in securing resources for low income

women and have positions on the advisory groups of projects for single parents, together with educators and student advocates. In recognition of this support, a group of single parents at EWU awarded one regional administrator a plaque at graduation, naming him "the patron saint of single parents". This administrator is convinced that these women are not 'exceptions', and that post secondary education is an important vehicle for moving out of poverty and attaining financial stability.

The financial aid officer at SFCC meets regularly with the state financial aid organization. They often discuss overlaps with public assistance.

Links with Community Groups and Women's Organizations

Women from several organizations, including an international professional group, ZONTA, have cooperated in funding efforts to support low income women. With the assistance of a member of the Washington Higher Education Coordinating Board a group, 'Women helping Women', was founded and incorporated. The group sponsored a $100 a plate luncheon and distributed funds to seven programs working with low income women. Other representatives of non-profit agencies that provide support and resources to low income women in college include the director of a local foundation, various religious groups, and the resource librarian of the JOBS/Education Center.

Links with Businesses

A group of businesses formed a group, "The Momentum", to address Spokane's economic downturn. Highly supportive of EWU and HOME's efforts, this group has put resources into programs to help low income women and their children. "Project Rainbow" for example, through contributions from a local sports store and other businesses and organizations, pays for sports equipment, recreational programs and classes for the children of low income women. Groups of low income mothers have given talks at Chamber of Commerce breakfasts, with the support of the regional office of DSHS. These efforts have resulted in businesses 'adopting' students, contributing funds to bridge the gap between students' expenses and income which is termed 'unmet need'. Businesses also contributed $12,000 for the Single Parent Resource Center, located in the Spokane YWCA.

Leadership

A vacuum in support services occurred at EWU when the SPP ended. Since then the President of the University has become supportive and included resources for low income women and single parents in the University's five year plan. Leadership comes from the state's capital also. The Governor attended the first SPP graduation ceremony, and members of the state's Higher Education Coordinating Board and individual state representatives, together with EWU faculty, attended the first Single Parents and Higher Education Conference at Goddard College, Vermont, in 1988 to learn more about programs to help low income women. They have been actively involved in the issue since then.

Publications

HOME, EWU, SFCC and IEL all produce clear and informative brochures, newsletters and other materials. The Higher Education coordinating Board produces a

booklet, On Your Way: A Guide for Single Parent Students. The booklet is a guide for students attending Washington's public universities and colleges.

Child Care

SFCC contributes $25,000 annually to its child care center from funds generated by student fees. The Center has infant care for children 8 weeks and older and sick care for mildly sick children. The center provides parents who are under considerable stress with consultation from professional social workers.

EWU provides $60,000 annually from student fees for operating expenses, and offers child care for children over three months. H.O.M.E. raises funds and provides four $500 child care 'scholarships' for low income mothers. Faculty and staff at EWU contribute gift certificates for Christmas/holiday presents for mothers and children. Each year the campus has a Children's day.

Food and Clothing

SFCC has a food bank, stocked by supplies from a regional food bank. Free clothing is available to needy families through the child care center. EWU also has a food bank, organized by a student.

Institutional Planning

EWU is one of the few institutions to have conducted a needs assessment survey of reentry students and to have included additional resources for them in the five-year institutional plan.

Student Activism

HOME is clearly one of the more active and long lasting student advocacy groups. The Spokane Coordinator is very actively involved in lobbying, in planning and coordinating a wide variety of community resources. At EWU the student coordinator in Cheney see students in her office every day. In addition. Also at EWU students formed an official student organization, the Single Parent Association (which they unofficially named the "Welfare Mothers From Hell" club). The students provide support and services for each other and actively work to address the needs and concerns of low income mothers.

Individual students have also taken initiative to obtain resources for low income women. A SFCC student organized a Single Parent Outreach Group at the College, and was instrumental in creating the Single Parent Connection Service in Spokane. Now supported by local businesses, DSHS, JTPA and the YWCA it operates as a drop-in center, offering counseling and information. It also offers workshops on available resources during the FIP/JOBS transition period.

9. Wisconsin

State JOBS Policy

Initially the state proposed a JOBS policy which permitted only two years of post-

secondary education. After statewide hearings at which access to a B.A degree was advocated by educators, some public welfare workers and other groups, a compromise was reached. The Department of Health and Human Services' Division of Economic Support now permits two years of 'self-initiated' post-secondary education to be added -- but without access to JOBS resources[6]. The 20-hour participation rule is applied strictly in some areas, with students having to add community work employment (CWEP) to their studies. The local JOBS administrator notes there is some flexibility and in some circumstances women are allowed to take three years for a two year program. State JOBS workers have two days of training in post-secondary education options.

For verification of attendance the state requires a letter stating the student's schedule for the semester be sent from the college for each student in a college program. Grades are required from the technical colleges. Students are allowed to count two hours of study for each hour of class in their request for child care coverage. The institution discussed is a state university.

University of Wisconsin-LaCrosse, LaCrosse

The LaCrosse campus has 7800 students, 15% of whom are reentry students. The **Single Parent Self-sufficiency Program (SPSSP)** offers two semesters of **non-credit** courses for AFDC recipients, which are not counted as 'JOBS' time. The Program is located at the Women's Studies Program and classes meet in the Women's Center lounge as well as at a nearby private four year institution, Viterbo College. The Program accepts new recruits in both Spring and Fall, courses are taught once a week in the evening, and free child care is provided. The University currently is operating with a cap on enrollment to contain costs and does not contribute funds to the Project. However, campuses in the Wisconsin system have demonstrated some interest in reentry students: a conference on the adult learner was convened at the Stout campus in 1991, and a system-wide survey of AFDC recipients was conducted in 1987 (Nash et al, 1987).

Inter-College Links

The link between the SPSSP and Viterbo works in several ways. First, some of the courses meet at Viterbo, a private Catholic school where there is considerable support for low income women. Second, Viterbo offers a free course for women who have completed the Program and many women then enroll in Viterbo's four year degree program. Third, the SSSP Board of Advisors, convened by the Program Director, includes faculty and administrators from the University Women's Studies Program, and Viterbo. The Board also has active members from a local technical community college, an SPSSP graduate, and women active in women's health and educational areas in LaCrosse. The Board actively pursues funds and other types of support for low income women.

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6. A class action suit has been filed challenging the legality of not providing child care to AFDC recipients who are self-initiated students.

Fundraising

Through the support of the SSSP Board, and the interest of a member of the state assembly, the SPSSP secured a $30,000 line item in the Wisconsin budget to ensure its continuation. The Group has also obtained gifts to be used as 'scholarships' for low income women. The gifts are distributed so as not to reduce Food Stamps and other income sources.

Recruitment/Agency Links

The SPSSP works closely with the local office of the Division of Economic Support which sends out Program flyers with AFDC checks.

Curriculum

The SPSSP curriculum encourages women to develop decision-making and problem solving skills. For example, using art classes, and women's studies literature (Belenky, et al, 1986) women examine their own intellectual interests, problem-solving skills, and think about their future development. All participants are encouraged to apply to college and personnel from Admissions and Financial Aid offices at Viterbo talk to women about college applications.

Student Support

Students take an active role in advocating for improved access to higher education. They have written letters to state and federal officials and have been written about in local and national newspapers. SPSSP students meet regularly, but do not necessarily participate in activities with other re-entry women on the Wisconsin-LaCrosse campus. SPSSP participants who have enrolled at Viterbo are active in encouraging participants to apply to college.

APPENDIX F

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